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ABSTRACT

This volume of the study discusses different examples of educational cooperation and includes descriptions of several specific forms of interagency cooperation that have been developed in different States. Special attention is devoted to models of educational networks, including information networks in California, Texas, and Massachusetts and networks for individually guided education in Wisconsin, Massachusetts, Texas, Ohio, and Connecticut. A separate section is devoted to intermediate administrative units, which are found in some form in all 50 States. There is a brief summary of the development of intermediate units in each State, followed by a statistical profile of their status. A matrix analysis of State legislation dealing with educational cooperatives and intermediate units is included. The volume contains an extensive bibliographic section on educational collaboration, including a listing of relevant documents in the ERIC system. (JG)

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ORGANIZING FOR IMPROVING DELIVERY OF EDUCATIONAL SERVICES IN MASSACHUSETTS

VOLUME II

"A REVIEW OF EDUCATIONAL COOPERATIVES AND THEIR VARIOUS FORMS"

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ORGANIZING FOR IMPROVING DELIVERY OF EDUCATIONAL SERVICES

IN MASSACHUSETTS

Foreword

The Massachusetts Governor's Commission on School District Collaboration and Consolidation has been involved in a comprehensive study of collaboration since 1972. The first phase of the study was an in-depth report by Robert H. Schaffer and Associates. This study yielded certain target areas which initiated the second phase of the study in 1973 described as a "field-testing" phase.

Through the activities of an Ad Hoc Center for Study of Educational Collaboration located at the Massachusetts Advisory Council on Education the Merrimack Education Center was identified as a study site for one of the field-test areas. As a field test area, MEC was requested to study for the Commission, collaborative efforts from a national perspective and to make such recommendations as appropriate to Massachusetts. MEC was assisted in this endeavor by Arthur D. Little, Inc.

The selection of MEC to conduct this review and analysis of collaboration comes in part from the desire of the Governor's Commission to field-initiate and to link study to practice. The MEC, a voluntary collaborative of twenty-one communities, was established by the local school systems in 1968. The Center is pleased to assist the Governor's Commission in its study focus for the improvement of delivery of educational services to the children of the Commonwealth of Massachusetts.

This study is in the format of two volumes:

Volume I - A PROCESS APPROACH TO THE DEVELOPMENT OF REGIONAL EDUCATIONAL DELIVERY SYSTEMS IN MASSACHUSETTS

Volume II- REVIEW OF MULTIPLE VARIATIONS OF EDUCATIONAL COOPERATION

Although Volume I and Volume II may be read separately the recommendations and implications and next steps are derived from an on-going analysis and discussion of the data and references found in both volumes. It is intended that the reader become acquainted with both documents and, where there is sufficient interest, to make use of the bibliographic references that are noted.

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INTRODUCTION

There is no dearth of materials, information and literature on the subject of school collaboration. In our review of these materials from a national perspective multiple and diverse activities from all levels can be seen as occurring.

In this document we have attempted to provide sufficient information together with references for the reader to pursue in his own way; a kind of state of the art as it relates to this large question of collaboration in education. The insights that have been gleaned by Merrimack Education Center's involvement in this study are many and have been translated into Volume I, "A Process Approach to the Development of Regional Educational Systems in Massachusetts".

Faced with a needs-resources crunch, the states consider plans for reorganization. Inadequate financing and insufficient pupil population often require that school districts come together to obtain or to share needed services. At the same time, there is considerable desire to remain autonomous at the local school level. It is precisely this uniqueness mediated with state legislation that has produced the diverse cooperative arrangements that emerge from state to state. Organizational systems of society have varied through time much as the needs and expectations of the communities have varied. Most often, the plans for reorganization are ineffective for meeting all the newly defined needs that are emerging at various levels of the government.

The middle echelon level of educational systems has developed across the nation to assist the process of responding to needs. In most states, decentralization of the State Educational Agency through the creation of regional administrative and service branches in various geographic regions is one immediate step taken. Given the limited resources and the magnified needs, the task is so immense that no single type of middle echelon level can perform all the necessary service functions while at the same time developing the long-range planning so vital for a state system of education.

Reviewing the literature, we find that there is no one "best" system for educational cooperation. "Neither centralization by itself nor decentralization...but the centralization of certain aspects of education and the decentralization of others are necessary before the ultimate goal of educational adaptation can be fully achieved...." [1] While the regulatory and operational functions of the state are designed to provide centralization of educational policy-making functions, most states do provide for a state-local shared system of powers and responsibilities for planning, financing, and management of educational services. To continue to strengthen and protect the traditions of local control, while maintaining and securing the state's responsibility over educational goals, is the delicate balance.

Many questions still need to be answered before those responsible for policy-making in education take too many giant steps in one direction. It would be necessary to examine further the various models of shared services. Information can be garnered from the available literature, it is true. However, it is recommended in the accompanying volume to this report that intense Case Study data be collected from existing programs and examined through comparative analysis.

We have surfaced much of the literature; yet, we find this information is sporadic. A major recommendation of this study is the need to collect "hard data" on which policy decisions regarding future directions might be based. Such data is sadly lacking and important decisions are being made in its absence. Therefore, we propose that appropriate governmental agencies sponsor evaluations that would construct a framework by which to view regionalization and collaborative endeavors.

Through inputs from the Governor's Commission, telephone interviews with appropriate agencies, informed professionals and associates, several studies of this nature have been noted that are currently underway. One example is a study in Maryland by Dr. Harry Phillips in which he will collect information against a profile or paradigm he has developed. Another, is the Case Study comparative analysis currently underway through Ohio State focusing on state departments in twelve selected states. Although these reports are fairly comprehensive, they are not directed to the unique problems of Massachusetts.

Due to the importance of Regionalization and Collaboration in the delivery of educational services in Massachusetts, we are providing a separate volume to deal with specific recommendations that suggest directions and action to be taken by the Governor's Commission at this point in time.

As we have noted, there remain significant kinds of information for which no research is presently underway, nor data currently being collected. According to the National Institute of Education,

> Few efforts have been made to document the nature, extent, or impact of the various linking organizations and strategies...It is important to understand the response of schools to external arrangements which attempt to implement specific (educational programs), and the effects of internal and external mechanisms which provide professional support to sustain self-initiated reforms; as well as the natural processes of change which occur as schools attempt to alter their behaviors.[2]

In Volume I, the process approach which is proposed begins to elicit the necessary information and next steps in organizing Massachusetts' educational systems for major improvements.

[1]F. Cillie, "Centralization and Decentralization," Contributions to Education no. 789, (New York: Teachers College, Columbia University, 1940.)

[2]National Institute of Education, "Building Capacity for Renewal and Reform: An Initial Report on Knowledge Production and Utilization in Education", (Washington, D.C., 1973).

A REVIEW OF EDUCATIONAL COOPERATIVES AND THEIR VARIOUS FORMS

Antecedents of Educational Cooperation

Traditionally, each school district functioned fairly independently of surrounding school districts. In turn, the independent district has reported to and interacted directly with the state education agency. Matters pertaining to tax monies and administration of the schools encouraged this kind of independence of school districts. [1] The predominant mode of cooperation, until recently, was the consolidation of local schools.[2]

More recently, school districts within the same region of a state have found it possible to work together to improve the quality of education for all the students of a region; and, it is observed that these cooperative arrangements do enhance the educational program of local schools.

Regional cooperatives had their origins in earlier intermediate type units such as county administrative units.[3] Yet another early means for school districts joining together were consortia called school study councils. The first formal school study council was founded by Paul Mort[4] in 1942. In New England, where school districts usually coincided with towns and cities, frequently several towns joined together to employ a common administrator, thus forming a supervisory union.[5] [6]

The county superintendency, another early form of collaboration, was initiated in New Jersey in 1903, in Pennsylvania as early as 1854, and in Michigan even earlier, in 1841. The original structure of the intermediate unit was basically the office of the county superintendent of schools. That office, created in states across the nation, served to aid education officials in the operation of a system of schools. Historically, the county level became the connecting link between the state and the local school districts. Initially established to serve rural communities, intermediate units were formed primarily as downward extensions of state education agencies.

Their functions were largely regulatory and administrative in nature. In this early period of the country's development, the intermediate unit served a dual purpose. It enabled the state to encourage local communities to provide an elementary education for all children that took into account desirable state-wide standards. At the same time, it enabled the local school districts to control and support their schools as a function of government at the local level.[7]

National Picture of Educational Systems

Through school district reorganizations over the past forty years, the total number of school districts in the United States has decreased. Citing school reorganization trends in New England and the nation, Cronin [8] notes that from 1932 to 1965, the number of school districts in the United States decreased from 127,649 to 26,802 with 2,420 of these not operating schools.[9] The total number of school districts continued to decrease until, in 1968, when there were 20,011 school districts.[10] A recent report from the National Institute of Education[11] indicates that the operating education system is presently comprised of just over 17,000 local school districts, or education agencies, for each of the fifty states and outlying territories.[12]

Although this trend implies that fewer school districts today serve larger populations, it is important to note that nearly 60% of all school districts in the nation have fewer than 1,200 pupils.[13] In addition, 40% of all pupils are enrolled in districts with over 12,000 pupils.[14] In the fall of 1972, less than 1% of the nation's school systems enrolled 30% of the student population and 41% of the systems had fewer than 300 pupils each.[15] In more vivid terms, the chancellor of New York City's schools is responsible for the education of more children than are enrolled in 39 of the 50 states.[16]

There is considerable literature [17] discussing size in relation to the units of the educational organization which comprise a state system. Size is most often expressed in terms of pupil enrollment (e.g., the number of pupils in an elementary school, school district, or an intermediate district. Inman[18] has reviewed the educational organization literature on size and school district organization. He notes in his report that recommendations for school district size represent a wide variance, the size recommended being predicated upon whether the administrative unit was autonomous and directly responsible to the state agency, or whether it was part of an intermediate unit. Many of the early consolidations consisted of establishing a county system and did not, however, necessarily result in increased individual school size.

Size is not the only critical variable to be considered, and Purdy[19] cautions that for too many years, too many states have followed a pattern of school district reorganization based on size for the sake of size, or consolidation for the sake of consolidation. An appropriate "needs/resource mix" must take into consideration the size of student population as it relates to the other variables (e.g., resources available to support education in the different states and communities within

a state). These variables are interrelated and it should be recognized that it is frequently difficult, if not impossible, to determine cause effect relationships among these factors. Four critical variables are identified in the literature surveys. These four variables effect decisions on district consolidation, redistricting, or reorganization:

- district size
- educational quality
- educational costs
- community involvement

Relative to school district size and reorganizations, the National Educational Finance Project, in 1971, noted:[20]

> At least 80% of the 18,000 school districts in various states do not have sufficient enrollments to provide even minimally adequate programs and services without excessive costs. However, this generalization does not apply equally to all states.

Large variations in per pupil expenditures by school districts have been thoroughly documented in the literature and need not be recapitulated here. The variation is similar with regard to state financing of education. For example, New Hampshire provides 89.9% of its public school revenue from local sources compared with a nationwide average of 51.2% and Alaska's 11.7%.[21] In 1972-73, fourteen state governments provided 50% or more of the revenues for public education in their states while four states provided less than 20%.[22]

This brief scenario of the national picture of educational systems reveals considerable variations. Having noted the scope of the national educational enterprise, the nature of the problems and distributions of resources, it can be observed that these factors have direct bearing on relative capacity of local school districts to deliver educational services. And, these issues are at the heart of the reorganization question.

Various ways have been devised to restructure aspects of school system organization to provide for effective educational arrangements that will equalize the provision of educational services across diverse school districts. There is as much variation between school districts within a state, as between the different states, and the literature cites very real and obvious differences. A cursory review of the literature indicates comparable variation in arrangements.

for governance and organization much as there is in distribution of resources and needs.

> The Constitution delegates the responsibility for education to the states and the states in turn created the school districts for administrative purposes and gave them authority to levy taxes. It follows that the states are responsible for the inequities in fiscal capacity which exist among the school districts. It also follows that the state has both the authority and obligation to remove the inequities. It has the power to reorganize the districts and change their taxing authority as needed.[23]

The educational system is the legal obligation of the states while the actual operation of schools generally is delegated to local education agencies (LEA's). This is perhaps the chief reason for the multi-forms of educational cooperation. Within certain parameters established by the state (which again vary considerably with regard to issues such as textbook selection, school building codes, minimum personnel requirements, and the like) local school districts are responsible for location and size of schools,procurement, staffing, organization, evaluation of pupil performance, and instruction.[24] Since local control of education exists only as stipulated by state legislatures, no single hierarchy of state, intermediate, and local agencies is found among the several states.

Organizational Patterns

For over a half century attempts have been made to restructure state systems of schools, and specifically to restructure the Intermediate Unit of school administration. Given the local autonomy that characterizes education, the degree to which it is subject to highly localized influences, and its nature as a non-technological craft, a decentralized model of organization has emerged alongside the centralized models. The extent of local autonomy depends upon the way in which the various states have organized and financed their educational systems.[25]

If a state chooses to retain its existing school district organizational patterns and taxes it can, as many states have already done, distribute school aids in such a manner as to offset inequities. Among the choices open to a state are the following:[26]

1. It can eliminate the local district's authority to levy regressive property taxes, providing the district instead with the entire cost of its program from state and federal sources (derived principally from income and consumer taxes).

2. If it chooses to retain the existing system it can (as most states do at the present time) reduce inequities in fiscal capacity by providing more state funds per pupil to the districts of low wealth than to the districts of greater wealth. Or, it could entirely eliminate inequities by distributing whatever amounts of state school aid are required to eliminate the differences in local wealth per pupil.

3. It can reorganize local districts to increase their efficiency and reduce the variations in wealth.

4. It can provide for the extra costs of programs (e.g., special education.)

Faced with the needs/resources crunch, the states are examining these basic alternatives. In selecting from among the alternatives, an essential question remains: "How best to organize to provide responsive systems that will insure quality (and equality) in education?" Although several organizational patterns have been studied and adapted, individually and simultaneously in the various states, we submit that specific data is lacking in order to answer the direct question.

Types and Forms of Collaboration

What the literature does indicate is that intermediate service units of one type or another seem to be gaining ground in many areas, and considerable variation in their form and function exists.[27] However, the rapid expansion and increase in the number of educational cooperatives indicates an implicit assumption by many educators that cooperative arrangements have the potential of improving educational practices.[28]

The emergence of educational cooperatives, variously organized to serve diverse purposes, promises a response to the challenges of changing societal patterns. An approach that recognizes and accepts the multivariate nature of organizational relationships for cooperative endeavors takes into account the pluralistic values of society. Although no universally acceptable set of reorganization standards is available, the intermediate school district and the educational cooperative are recommended as superior solutions to

consolidation.

Many studies have provided a compilation of reorganization reports[29]. Data about the nature and kind of cooperative endeavors, their organization, governance, finance, services, personnel, trends, and so on can be retrieved utilizing the bibliographic sections of this report. Initiating a review of these diverse types of cooperative arrangements, it is relatively easy to determine a bifurcation which has taken primarily the directions of:

- Voluntary joining together by a number of separate, basic administrative districts into some kind of cooperative agency for the development of one or more specific programs or services.

- Creating statewide network of multi-district, regional service agencies by the action of state legislature.[30]

The majority of the literature describes the latter of these two directions. Within these two possibilities, the several states have moved in one of the following modes away from the isolated school district:

1. Encourage the development of larger school districts
2. Encourage cooperation among local units
3. Decentralize the state education agency
4. Allow some combination of various modes to occur

The available choices and the selections made by different states have developed into four basic organizational patterns of local school systems within states:

* A single-echelon system (SEA controlled as in Hawaii)[31] where there is a single state unit of school government.

* A two-tiered system (SEA and LEA's); some states are organized on a two-echelon system in which there is a state educational agency and a number of local school districts.

* Still other states are organized on a three-echelon system in which there is a state educational agency (SEA), local school districts, and some type of middle or second-echelon unit (i.e., intermediate agency).

* Combination of mixed modes.

Once again examining the movement from a chronological standpoint, the fifty states have been evolving intermediate units from the period of time immediately following World War II. The states at that time arranged themselves into organizational patterns as follows:

* Twenty-eight states used the county as the intermediate unit (school district boundaries are coterminous with those of county units).

* One state, New York, used both the supervisory union and the Board of Cooperative Educational services as intermediate unit.

* New England states used the supervisory union as a quasi-intermediate unit. (The school districts are usually organized on a town or township basis).

* Thirteen states did not have an intermediate unit because they used the county and individual cities as the local units of school administration.

Fitzwater[32], in 1967, presented a general overview of state-local organizations in various states. He observed that thirty-two states administered their schools through a three-level structure consisting of state education departments, intermediate education units, and local school districts. Seventeen states, the majority of which were located in the South, operated a two-tiered system. The most common form of second echelon unit of school government at that time was the county office of education. Hoffman [33] described intermediate units including the county office of education, the supervisory union, and an emerging form he called the "new" intermediate unit. These intermediate units performed various functions deemed necessary in a state system and were located between the state office of education and the local school district. Three states, Missouri, Minnesota, and Wyoming were in the process of abolishing the county office and forming this "new" intermediate unit.

Taking another snapshot in 1969,[34] revealed even more transitions occurring:

*Nineteen states used the county as the intermediate unit

*Four more states were replacing counties with area intermediate units

*Eleven states used an area approach for a service-oriented unit

*Six states used supervisory unions as quasi-intermediate units.

*Nineteen states did not have any legally created intermediate units

Where there are no intermediate units, county superintendents of schools having full administrative responsibility over county-wide school districts often exist. This county unit system is different from the county intermediate unit system where the county superintendent fills an intermediate role. The county is used in many states (for example, Michigan) as the regional base for establishing cooperative service programs. Wisconsin also provides for the establishment of handicapped children's education boards on a county basis.[35]

The three-level structure and mixed combinations of modes seem to be gaining acceptance as we find evidence of multi-site, multi- form cooperatives and collaboratives. In some states, Pennsylvania for example, the present system has both a three-level and a two-level system of school administration side by side.[36] The study by Hooker[37] includes three descriptive patterns of organization: (a) the county unit or single county unit; (b) area unit (including intermediate units on a multi-county basis or fractional county basis; and, (c) supervisory unions. Each state with its respective intermediate unit structures is described in a capsule summary in the Appendix to this report.

The PREP Report #23 includes the following variations of intermediate units that are described in current literature:

- Branch offices of State Departments of Education
- Independent, locally-controlled, service agencies
- Regional Service Agencies (with all public LEA's included within)
- Voluntary membership (does not mandate membership; and, may in some instances not include the total state.)
- Industry-education cooperatives
- Cooperation of urban school systems

- Single purpose, regional service agencies (media, occupational education, special education, etc.)
- Regional service centers (Title III ESEA)[38]

These variations are combined into two major groups by the PREP Report and specific examples are presented.

PREP REPORT #23 - TYPES OF COOPERATIVES

I. Intermediate Educational Service Agencies
(second of a 3-echelon educational structure)

Examples

Colorado	- Boces
Iowa	- Regional Education Service Agencies
Nebraska	- Educational Service Units (ESU)
New York	- Boces
Oregon	- Intermediate Education District
Pennsylvania	- Intermediate Unit
Texas	- Regional Education Service Center
Washington	- Intermediate School District
Wisconsin	- Cooperative Educational Service Agency

II. Voluntary Educational Cooperatives
(usually begun at grass roots level and in no way mandated by legislation or regulation)

Examples

Minnesota	- Educational Research & Development Councils (six)
Connecticut	- Area Cooperative Educational Service
	- Capital Region Education Council
	- Regional School Service Center
Tennessee	- Little Tennessee Valley Educational Cooperative
	- Tennessee Appalachia Educational Cooperative
Missouri	- Cooperating School Districts St. Louis
Oregon	- Intermediate Education Districts Oregon Total Information System
Ohio	- Cleveland Council of Independent Schools

Intermediate Units in the State of Pennsylvania

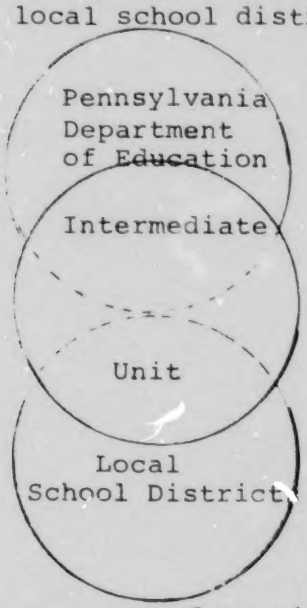
In Pennsylvania the Intermediate Unit is that echelon of a three-echelon state education system which provides consultative, advisory, or education program services to school districts. The responsibility for administration, supervision, and program operation belongs to school districts. The Intermediate Unit provides ancillary services necessary to improve the state system of education.

The state adopted this plan of Intermediate Units, a very significant school district reorganization, as a result of the Act of December 1, 1965. Legislation in 1967 helped to implement the plan. From 1965 through 1970, the Department of Public Instruction conducted an extensive study of the effects of this reorganization and developed a plan for reducing the number of county intermediate districts from 66 to 25 or 30 which would serve pupil populations ranging from approximately 300,000 to 30,000. In 1970, the General Assembly of the Commonwealth of Pennsylvania enacted legislation that established 29 intermediate units and at the same time abolished existing county units. The operation of the newly created intermediate units was to become effective July 1, 1971. At this time, Pennsylvania offers the most notable example to be found of state department of education planning for the provision of regional education services combined with enabling legislation to implement these plans.[39]

State Organization. House Bill No. 40, details extensively how the intermediate units are to be organized, operated, and financed. The plan calls for each school district to be assigned to an intermediate unit. Assignment of school districts reflects consideration of the number of children enrolled, ease of travel within each intermediate unit, and the opportunity to provide basic services which local districts cannot provide economically for themselves.

Philadelphia and Pittsburgh are each designated as intermediate units. Otherwise, the number of local education agencies assigned to individual intermediate units ranges from nine to sixty. Transfer from one unit to another must be approved by all school districts in each intermediate unit involved and by the State Board of Education.

The diagram below shows the structural relationships of the three-tiered educational system. In conjunction with the local school districts, services provided at the regional intermediate unit level are directed toward the goal of maintaining and improving educational programs for the region. At the same time, the middle-echelon Intermediate Unit responds to responsibilities delegated and required by the State Board of Education and the Secretary of Education.



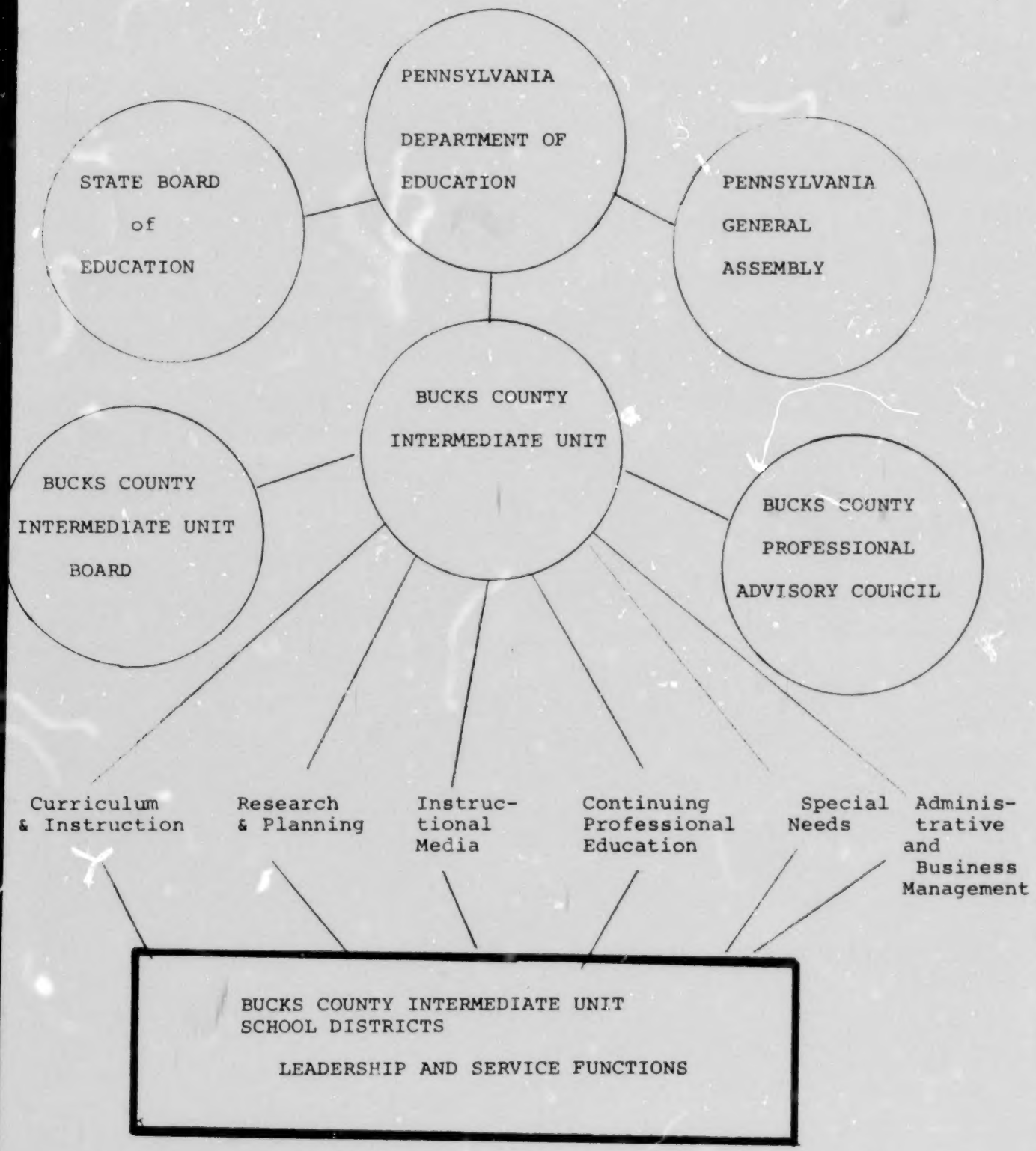
Governing Boards. Each intermediate unit board of directors is comprised of thirteen members except in the case of Philadelphia and Pittsburgh whose local school boards of directors are also the intermediate unit boards of directors.

Intermediate unit boards of directors are chosen from among the members of local school boards.

Program of Services. Legislation is sufficiently comprehensive and flexible to permit the Intermediate Unit to perform any leadership and service functions deemed necessary by the school districts comprising the unit or required by the state. Intermediate Units are to collect and analyze informational data and to perform such services as: special education for handicapped students formerly provided by county boards; vocational-technical education formerly provided by county boards; curriculum development; instructional improvement services; educational planning services; continuing professional education services and the like.

The diagram on the following page depicts the leadership and service functions of one of the Intermediate Units located in Bucks County Public Schools.

Staffing. Existing county school superintendents and assistants were eligible for the office of executive director. Staff positions other than the executive director and assistant executive director were to be filled, to the extent that such persons were available, from among those persons who were employed by county boards of school directors that were replaced by the intermediate units.


PENNSYLVANIA
DEPARTMENT OF
EDUCATION
STATE BOARD
of
EDUCATION
PENNSYLVANIA
GENERAL
ASSEMBLY
BUCKS COUNTY
INTERMEDIATE UNIT
BUCKS COUNTY
INTERMEDIATE UNIT
BOARD
BUCKS COUNTY
PROFESSIONAL
ADVISORY COUNCIL
Curriculum
& Instruction
Research
& Planning
Instruc-
tional
Media
Continuing
Professional
Education
Special
Needs
Adminis-
trative
and
Business
Management
BUCKS COUNTY INTERMEDIATE UNIT
SCHOOL DISTRICTS
LEADERSHIP AND SERVICE FUNCTIONS

Financial Support. The budget must be approved by the intermediate unit board of directors and the local education agencies who are members of the unit at the annual convention of local board members. Finally the budgets must be approved by the Superintendent of Public Instruction.

State support payments are to be paid from an amount included in the Governor's annual budget for the support of intermediate units. Payments to an individual intermediate unit are based upon that unit's proportionate share of the average daily membership in all intermediate units with the provision that no intermediate unit will receive less than the total state assistance paid in the 1968-69 school year to all offices of county superintendents that had been located in the intermediate unit.

State support is for general operation, including staff salaries, leasing of space, facilities, and equipment. If the amount of the intermediate unit's approved budget is greater than the amount of the state assistance subsidy, the difference is paid by the local school districts. Intermediate units, as in Texas, may receive and expend funds from the Federal Government.

The state pays four subsidies to the Intermediate Unit: a general subsidy, a capital subsidy, a subsidy to support special education programs, and a subsidy for area vocational-technical schools.[40] The State Aid Ratio is computed for each Intermediate Unit, using a method similar to that in effect for computing the basic subsidy for school districts.

Focus on the Future. The General Assembly, State Board, and Department of Education provided direction to the Intermediate Unit middle echelon agency of school organization following local district reorganization. A number of considerations are expected to shape the future of the Intermediate Unit:
(1) critical analysis by the State of the most effective use of resources in order to derive optimum benefits;
(2) the role of the State Department of Education; and,
(3) the attitude of the General Assembly toward a future reorganization of local school districts. All three levels must provide full participation and cooperation in the shaping of the Intermediate Units in Pennsylvania. The strength and effectiveness of the Intermediate Unit is the major guarantee of the continuation of local control and self-determination in education in Pennsylvania.

Regional Education Service Centers in Texas

The Regional Education Service Center developed into a working reality as a result of two major and nearly concurrent pieces of legislation.

In 1965, the Texas legislature authorized the State Board of Education to set up instructional media centers in all sections of the State by September, 1967. At about the same time, the United States Congress enacted the ESEA (1965); a section of which earmarked funds for supplementary education centers within the states.

The establishment of twenty regional -education service centers is an example of a product of educational planning by the Texas Education Agency. Development and coordination of these Centers was Texas' specific project within a "Seven State Project for Comprehensive Planning."[41]

The Texas Education Agency decided that coordination between its Regional Media Centers and developing supplementary education centers would strengthen services and make them more accessible to all schools.[42]

In operation since the fall of 1967, the twenty education service centers in Texas have experienced a rapid period of growth and acceptance by local school districts. The Texas Education Service Centers are an integral element in statewide educational palnning and represent a successfully functioning state-wide system of regional service agencies supported by funds from a combination of local, state, and federal sources.

The Education Service Centers are independent and are locally controlled agencies that respond to the needs and wishes of local school districts. Although responsive to the expectations and wishes of the state department of education, they are not branch offices.

Governing Board. The policy making body for the service centers is a regional board of directors. The service center boards of directors operate in a similar fashion to local school boards in a number of ways. However, they do not have authority to levy taxes or vote bonds to finance construction; and, they are not elected by popular vote. They are elected by a regional Joint Committee composed of representatives of local school districts (in most cases the superintendent or an assistant), and representatives from each four-year, higher education institution within the region with an approved teacher education program.

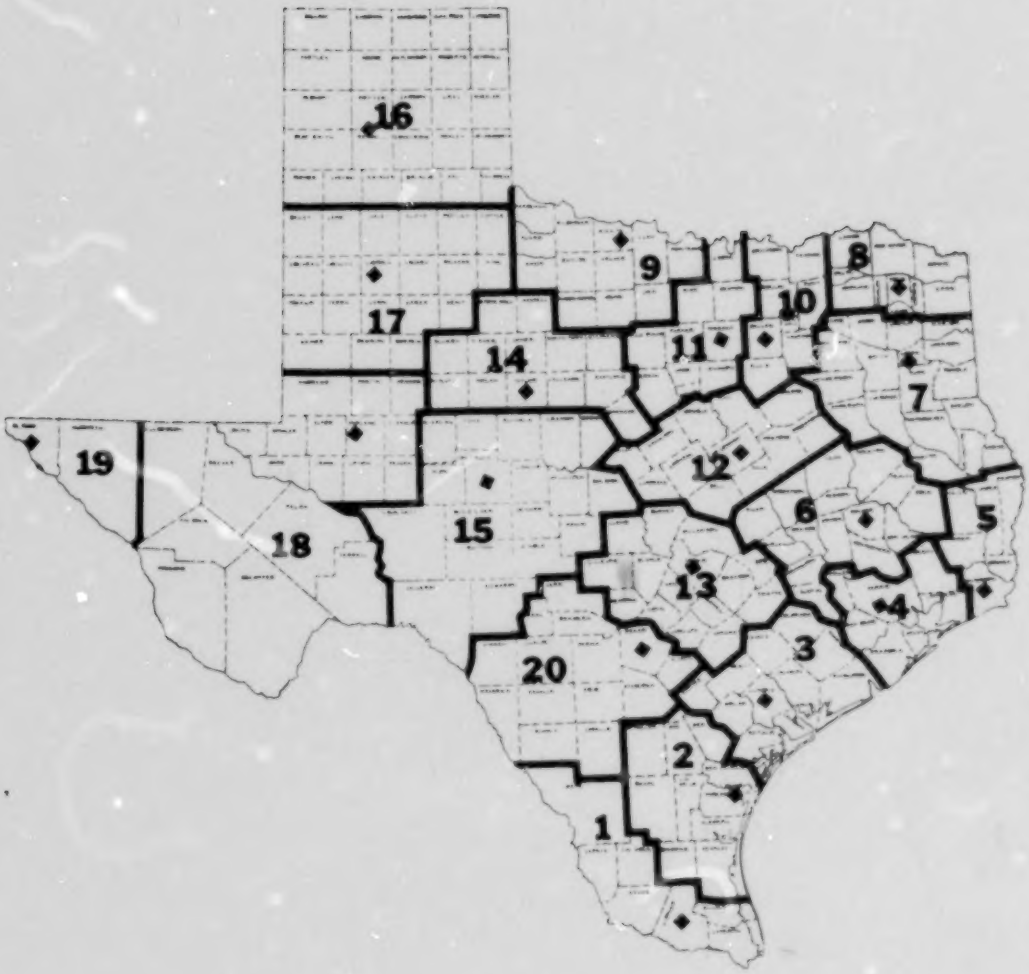
Services Provided. The services provided vary by region; Education Centers are attentive to the wishes of local school districts since participation by local school districts in the regional services is voluntary. Among the services most commonly offered are educational media products, lending services, computer services, educational planning in-service teacher education, guidance and counseling services, services related to education of the handicapped, programs for bilingual and migrant students, and a myriad of others.

The Centers also participate in statewide educational programs as requested by the Commissioner of Education and the State Board of Education. There is strong emphasis on the fact that the Education Service Centers are not intermediate administrative units but are concerned with providing services for the local district and not to the local district. The Centers are protected from any regulatory functions.

Financial Support. Each Center receives Federal, State, and local funds. Federal funds are primarily through Title III and Title IV (ESEA). The dependence on Federal funds for a large portion of the financial support tends to produce an unstable situation due to uncertainty of continuous funding. In 1969, the state legislature provided state funds to support regional computer services and a variety of special education services for handicapped children. The 1971 session of the state legislature was requested to provide base funding support for the centers and to permit cooperative agreements whereby service centers could receive special service personnel units not utilized by local school districts.

Focus on the Future. Further development of the regional Education Service Centers in Texas may be built on three solid cornerstones: (1) Preserve and maintain local control and management of public schools; (2) Reduce the time lag between educational research and its actual application in the schools; (3) Serve as regional instruments for identifying the needs of public schools and for marshaling resources to meet these needs through local school districts.

Financial support will be significantly increased, which will enable Service Centers to increase the number, quality, and extent of services to schools. Total dependence upon Federal funds will be replaced by a funding base drawing upon State, local, and Federal resources. Cooperative planning and operation of education personnel development programs by regional consortia of schools, Service Centers, and teacher education institutions will be continued.



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New York BOCES

In New York State the movement towards various forms of intermediate or regional district programs resulted in the formation of BOCES. Although BOCES were developed primarily to meet the needs of rural districts too small to provide a full range of services, BOCES lend themselves nicely to meeting the metropolitan needs of New York as well.

BOCES are modifications of an older form of intermediate unit, the supervisory district, and district superintendency. Initiated in 1948, as a corporate body extension of local districts (and subject to their control as in Washington), they were established pending the creation of intermediate districts. However, the BOCES seemed to work so effectively that the intermediate districts were never formed.

In recent years these units have become particularly helpful to suburban districts wishing to enhance services. Most state departments of education seriously considering the establishment of some form of regional service agency in their respective states have studied the BOCES.

When the BOCES program began there were 181 supervisory districts eligible to form a BOCES; however, not all did so. While in 1960 there were 84 BOCES, the number had been reduced to 53 by January, 1970. Currently there are 48 BOCES serving more than 700 local school districts. Since some of these may not be large enough geographically for certain needs there continues to be a need for regional (MULTI-BOCES) sharing. The major purpose of the BOCES is to provide an intermediate-type school district structure to enable local school districts within supervisory areas to achieve programs of shared services needed because of the needs-resources crunch.

The movement for consolidation and reorganization in New York also includes what are called "enlarged city districts." In this reorganization effort, districts surrounding some medium and small cities join with the city district that is not coterminous with the city boundaries.[43] Additionally, this "consolidation was eased by the fact that cities under 125,000 population are fiscally independent and hence present no special fiscal or legal obstacles to consolidation with their smaller neighbors."[44] However, even these arrangements were inadequate when it came to providing the full range of educational services.

Nyquist describes the basic difference between consolidation and "regionalism" as follows:

> ...in consolidation the separate school jurisdictions lose their identity as they are merged into a single governing structure, (whereas) in regionalism the local districts retain their identity and local boards of education give up only limited responsibility and authority to the intermediate or regional districts.[45]

By preserving the separate identities of the component districts, the intermediate unit leaves to the components decisions and responsibilities that are best left at that level.

Financial Support. A BOCES has no taxing authority, and like other partnerships and cooperatives it receives its financial support from those who receive its benefits. Except for occasional federal grants a BOCES derives all of its financial support from the local districts and the state, with the state paying the larger share. Administrative and rental costs are apportioned among the local districts on a pro rata basis. BOCES tuition and service costs, on the other hand, are apportioned according to the district's participation in the programs.

Except for the administrative costs, BOCES services are not imposed upon local districts. Chapter 218, in 1972, amended the education law so that one or more BOCES and one or more school districts may enter into an agreement to provide for sharing costs of construction of or leases for facilities acquired for the purpose of housing services to be provided by a board or by BOCES. Additionally, the BOCES may enter into contracts with non-public schools to provide data processing service for pupil personnel records and other administrative records of the non-public schools.

Programs and Services. A wide variety of shared programs can be provided if constituent educational agencies have planned and requested these services and if they have been approved by the state education agency. Typical services of BOCES include: vocational education programs; special education services for handicapped children; instructional consulting; curriculum development and other similar programs.

Other Service Agencies. New York has a number of other kinds of single-purpose (as opposed to multi-purpose BOCES) agencies that attempt to coordinate their programs with BOCES. These include regional media centers, occupational education centers, special education centers, information services, and computer services. In addition to the BOCES, the New York State Department of Education has proposed 16 regional centers for educational planning and development that would be financed by federal, state, and private sources. At the National Conference on Regional Education Programs, this was proposed as the beginning of a "four-echelon" system of state education.

Nyquist, in the citation on metropolitanism, explains how the central city merges with surrounding districts to form a single district with one board of education and a single taxing jurisdiction. He further advances the key features of the BOCES as they apply to metropolitanism:

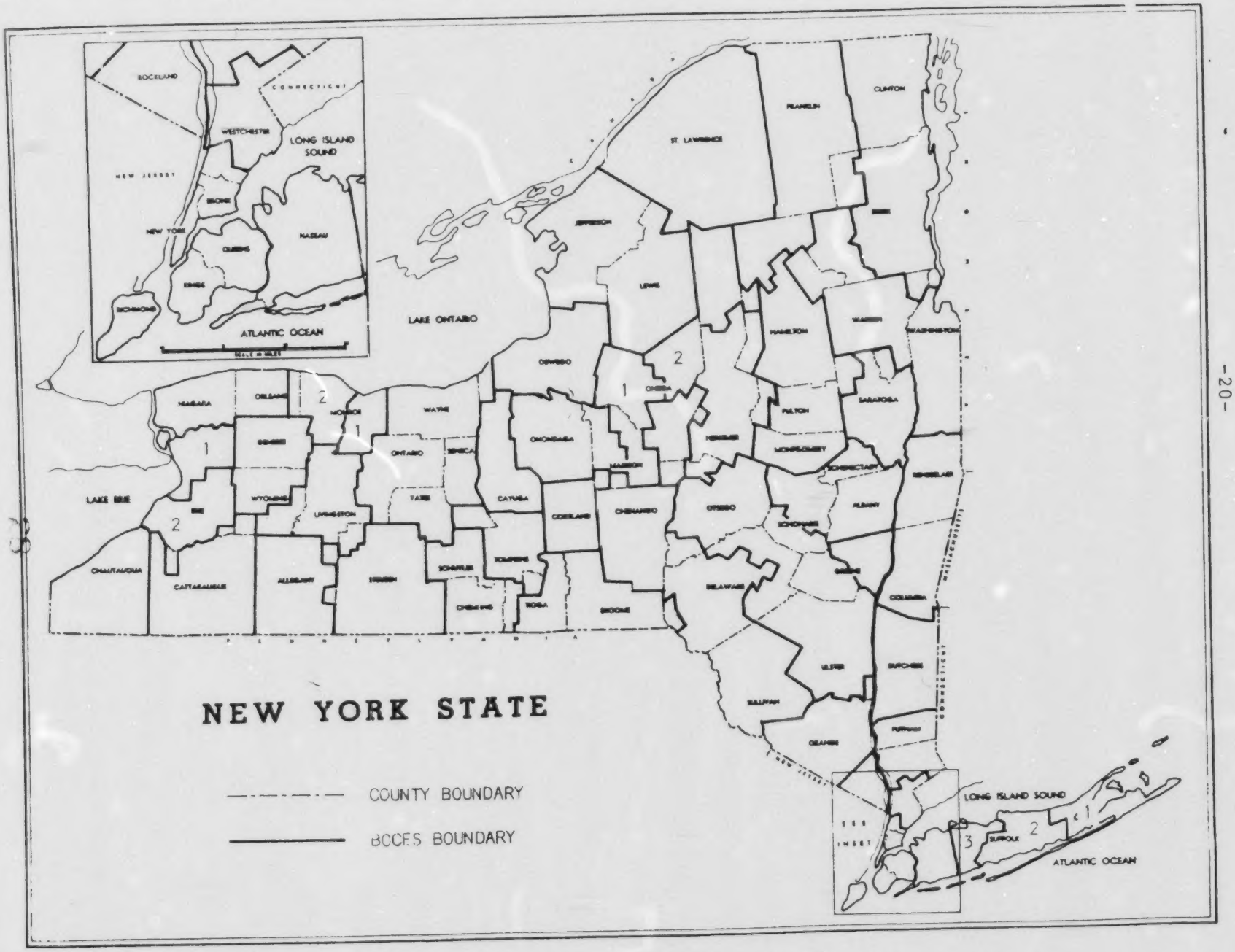
1. Member districts select the services in which they wish to participate. Since some services can only be provided economically if the full potential of the region is involved, New York does not permit the local districts to offer competing programs in such areas as occupational education and some programs for the handicapped. (larger districts are permitted to run their own programs if they do not impair the capacity for BOCES to offer the program to children from smaller districts.)

2. Districts share the administrative costs.

3. Services are provided by BOCES on the basis of contracts with the component districts. Contracts spell out the specific services to be provided and the costs to be incurred. Contracts must be renewed annually, and this provides a measure of quality control over the programs of the BOCES.

4. State shares in the cost of BOCES services in a way that encourages the use of BOCES for those services that are deemed best provided on a shared basis.

5. The chief executive of BOCES is both an officer of the BOCES board and a state official whose appointment and removal is approved by the commissioner of education. This dual role creates a close working relationship between the state and component districts ensuring that the BOCES serve both local and state needs effectively.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LONG ISLAND SOUND
NEW JERSEY
BRONX
NEW YORK
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NASSAU
KINGS
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LAKE ONTARIO
ST. LAWRENCE
FRANKLIN
CLINTON
JEFFERSON
LEWIS
ESSEX
HAMILTON
WARREN
WASHINGTON
SARATOGA
FULTON
MONTGOMERY
SCHENECTADY
RENSSELAER
ALBANY
SCHOHARIE
OTSEGO
DELAWARE
GREENE
COLUMBIA
ULSTER
DUTCHESS
SULLIVAN
ORANGE
PUTNAM
OSWEGO
ONEIDA
MADISON
ONONDAGA
CORTLAND
CHENANGO
BROOME
TIOGA
TOMPKINS
CAYUGA
SENECA
WAYNE
ONTARIO
YATES
LIVINGSTON
ORLEANS
GENESEE
NIAGARA
WYOMING
ERIE
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LONG ISLAND SOUND
ATLANTIC OCEAN
NEW YORK STATE
COUNTY BOUNDARY
BOCES BOUNDARY

Collaboration in Special Education

In a recent report, the State-Federal Information Clearinghouse for Exceptional Children [4] analyzed laws and regulations relating to the delivery of educational services to handicapped children on a cooperative basis. Since this is a high-priority issue in Massachusetts, and since there have been so many regional cooperative efforts in special education, this report is briefly summarized here.

The authors of "Legal Provisions for Delivery of Educational Services on a Cooperative Basis to Handicapped Children" report on a state-by-state survey of regional cooperatives. They cite four major patterns of regional educational cooperation:

- Simple tuition contracting
- Regional approaches (beyond tuition contracting)
- Regional Education Service Centers
- Voluntary associations of school districts

Form 1. Simple tuition contracting is arranged by school districts possessing quasi-corporate powers including the ability to enter into contracts. A small school district, unable to provide for a low-incidence handicap, may contract with a neighboring school district for a special program. Two or more small districts, through contracting for services, may combine efforts with one district establishing and operating the program. Examples of states where this occurs would be: Arizona, Colorado, Connecticut, Louisiana, New Hampshire and others.

Form 2. The regional approach extends beyond mere tuition contracting and the authors cite New York's BOCES as an example of this type of approach. In addition to contractual authority, governing bodies of New York school districts may contract with BOCES units for services such as special education, provision of special teachers for art, music, and physical education.

Form 3. Regional education service centers, as found in Texas, provide for instructional materials distribution, consultative assistance, in-service training and other special services needed in local school districts.

Form 4. Voluntary association of school districts for delivery of services is an arrangement commonly called the cooperative. The cooperative either directly, or through its constituent districts, develops policies guiding the delivery of services, selection of personnel, financing and the like. School districts voluntarily join to form an agency that they collectively regulate. This collaborative provides a cost-effectiveness

ratio somewhat lower than an individual district would have if it were working alone. The collaborative structure provides for the joint solution of inter-district and interstate educational problems. It is not merely a consolidation of a few school districts, but a creation of them, with an identity of its own. Often, a voluntary arrangement may incorporate industry, community colleges, or state colleges and universities.

States Operating Through Tuition Contracting

LOUISIANA

Tuition contracting between adjacent or nearby parish or city school boards to provide special education or training. The parish or city school board sending children to another district is authorized to pay tuition or training costs not to exceed its own average gross cost per educable child, plus the prorata part of its state allotment for serving exceptional children.

IDAHO

The trustees of the school district may contract to educate an exceptional child by another school district or by any public or private rehabilitation center, hospital, or corporation approved by the state board. When such students are transferred from the school district to the institution, corporation, or the district, the transferring school district shall agree to pay to the institution, corporation, or district amounts as computed as follows for each student:

1. To another school district, the annual tuition rate of the receiving district as shown by the certificate last issued to the district under the provisions of the Idaho code.
2. To the rehabilitation center, hospital, or corporation: the tuition rate of the sending district as computed above and the district's reimbursement under the handicapped child factor of the education foundation program.

One district is designated as the educating district when public school districts contract for the education of exceptional children residing within several districts. When a student attends a rehabilitation center, hospital, or corporation, the home district of the child considers the child as a resident in average daily attendance.

Nebraska's Educational Service Units

Within the state of Nebraska, the county board may appropriate by a majority vote, from the county general fund to the office of the county school superintendent, monies to establish a revolving fund. This revolving fund is used to set up a program of special education for educable students in the county. This fund will be reimbursed from the local school districts in the county by those desiring to participate in the program. Participation is on the basis of a contract between the school district and the county superintendent including the liability of the district and the time and manner of payment. The county superintendent may incur no liability against county funds nor expend any of the same unless proper reimbursement is insured on the basis of written contracts with the participating school districts.

The board of each Educational Service Unit in cooperation with local boards of education is responsible for providing within each geographical area, supplementary services such as guidance and counseling, remedial instruction, special education, and instructional materials services. The boards are also responsible for planning and coordinating services within their own geographical area whenever services are offered on a cooperative basis between local school districts and for contracting for educational services with the board of any other educational service unit, any other educational agency, or with any other appropriate state or federal agency or office.

School districts not part of an educational service unit may contract for services for trainable mentally retarded children with the educational service unit of which they would be a part if the county in which they are located had not been excluded pursuant to law. Districts not providing programs may contract with any other district or educational service unit for the provision of services to trainable mentally retarded.

The county superintendent of schools may use high school tuition money to provide educational opportunities for handicapped students residing in districts not maintaining a high school. The board of regents of the University of Nebraska may cooperate with public or private agencies engaged in the care and rehabilitation of any handicapped children to make available an interchange of facilities and treatment services under terms agreed upon by the board of regents of their several agencies.

Minnesota's Provisions for Special Education.

Two or more of the independent school districts in Ramsey County and independent school districts of Washington County are authorized to enter into an agreement to establish a special intermediate school district with a majority vote of the full membership of the board of each of the concerned districts. If a majority of votes cast on the question within the district is in favor of the question, the board may then proceed to enter into an agreement to establish the special intermediate school district. The school district will be known as the Northeastern Metropolitan Intermediate School District, State of Minnesota. The commissioner is responsible for assigning an appropriate identification number.

The intermediate district will be responsible for furnishing to all eligible persons residing in any part of the district instruction in vocational technical education and special education. The intermediate school board in order to pay for any administrative, planning, operating, or capital expenses is certified by the county auditor of each county as a single taxing district with the ability to levy an annual tax.

The tuition rate will be the actual costs of providing special services to the handicapped children, including a proportionate amount of capital outlay and debt service minus the amount of special aid for handicapped children received on behalf of that child. If the boards involved cannot agree upon a tuition rate, a board might apply to the commissioner to fix the rate. The commissioner holds a hearing and sets the tuition rate which will be binding on both school districts.

Any school district, or unorganized territory or combinations thereof, may enter into an agreement to provide special instruction and services to handicapped children. One of the participating units may employ and contract with necessary personnel to offer services in the several districts or territories, and each participating unit will reimburse the employing unit a proportionate amount of the actual costs of providing the special instruction and services, less the amount of state reimbursement which will be claimed in full by the employing district.

Pennsylvania's Intermediate Units.

All school districts in the state are assigned to an intermediate unit and are entitled to receive services provided by these units. Two or more intermediate units may, with the approval of a majority of each intermediate unit board of directors and all school districts within each intermediate unit, submit to the state board of education a request for consolidation. If it is approved by the state board, it becomes effective the following July 1.

Intermediate units annually submit a program of services for the next school year to the superintendent of public instruction for budgetary approval. All powers and duties formerly held by county boards of education regarding special pupil services are now vested in the intermediate unit boards of directors.

Intermediate units are limited to providing curriculum development and instructional improvement services, educational planning services, instructional materials services, continuing professional education services, pupil personnel services, state and federal agency liaison services, and management services. Any additional services must be approved by the majority of all boards of school districts comprising the intermediate unit. Intermediate units may provide any of the services mentioned in this section to non-public, nonprofit schools which are authorized to contract for and purchase services from intermediate units.

Intermediate units must provide, maintain, administer, supervise, and operate any additional classes or schools necessary or otherwise provide for the proper education and training of all exceptional children not enrolled in classes or schools maintained and operated by school districts or for whom other provisions are not made.

If the superintendent of public instruction feels that the provisions of the laws have not been complied with or the needs of exceptional children are not being adequately served, the department of public instruction is authorized to supervise and operate classes in schools for the education and training of exceptional children. Eligibility for enrollment is determined by standards of the state board.

Examples of Special Education Services

Bucks County Intermediate Unit - Pennsylvania

- Operation of pilot and demonstration classes
- Assist local coordinators of special education
- Consult with local districts concerning diagnosis, curriculum, and instructional improvement for exceptional children
- Information and interpretations in such matters as State standards, requirements, forms, vocational rehabilitation, work experience programs, and State and Federal finance considerations
- Assist in the administration and evaluation of special education programs
- Identification and consultation with regional resources to insure cooperative services for students with special needs.
- Liaison to psychologists, and special education personnel

SECTION II

EMERGING MODELS FOR NETWORKING

The development of more complex educational and interface technologies has made it possible for increased inter-system linkages to occur. These inter-system linkages are often grouped under the concept of "networking." A network is a set of elements related to one another through multiple interconnections.[47] The metaphor of the net suggests a special kind of interconnectedness, one dependent on nodes in which several connecting strands intersect. There is also a suggestion of each element being connected to every other, and of elements connecting through one another, rather than to each other through the center.

The physical network is a structure or combination of parts capable of moving a subset of resources from one area or center to any other participating center. Combinations of networks may assume any one of several structural configurations. The network is dynamic in that it extends itself into the potential user community and responds positively to the inputs received from that community. The ultimate objective of the network structure is to provide anyone, anywhere in the network, access to information, resources, and the like through a planned, orderly, system.

Examples of Information Networks.

Two examples of networks primarily in the area of information dissemination are found in Iowa and in California. The Iowa information network illustrates the model described by Schon as the "center-periphery model." The State Department of Education in Iowa operates through a central source which is supported in its functions by satellite centers. This is also known as a "directed network."

The potential or capability of the centralized state education network to accomplish objectives in the center-periphery model is related to the following key variables:

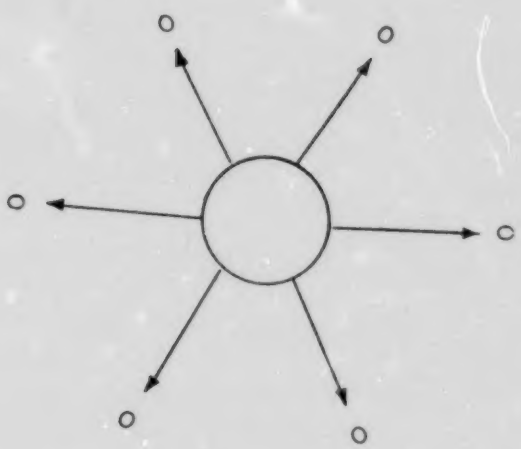
- relationships with governor and legislature
- the role of the state board of education
- the agency's internal leaderhip, and
- the available resources

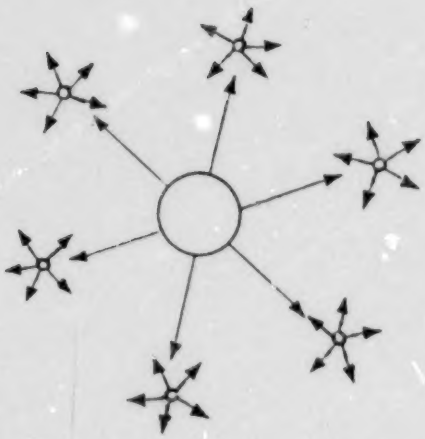
The California network is distinguished from the Iowa network since it maintains a central source which provides a unifying force for the network as a whole. This California Bay Area Information Center (BAIC), with its respective network, expands and decentralizes the information services resulting from the state-wide plan.[48]

This system retains the basic center-periphery structure, but differentiates primary from secondary centers. Primary centers support and manage secondary centers.

The effectiveness of a center-periphery system depends first upon the level of resources and energy at the center, then upon the number of points at the periphery, the length of the radii or spokes through which the diffusion and communication takes place, and the energy required for the process to occur.

CENTER-PERIPHERY MODEL[49]





PRIMARY and SECONDARY CENTERS

Paisley[50], has also studied information networks as they are currently emerging; he suggests a model of various linkage patterns. Data emanating from the model can provide policy makers with observations about cooperative programs as well as linkage and interface to be maintained.

The categories of Paisley's model are as follows:

Level - National, state, regional, or local

Base - Government decentralized, government,
Professional association, University,
Private (Non-Profit)
Private (for-profit), and
Consortium

Service - Information
Instructional materials
Technical assistance
Continuing education

Focus - General, Subject Specific
Product Specific, Audience Specific

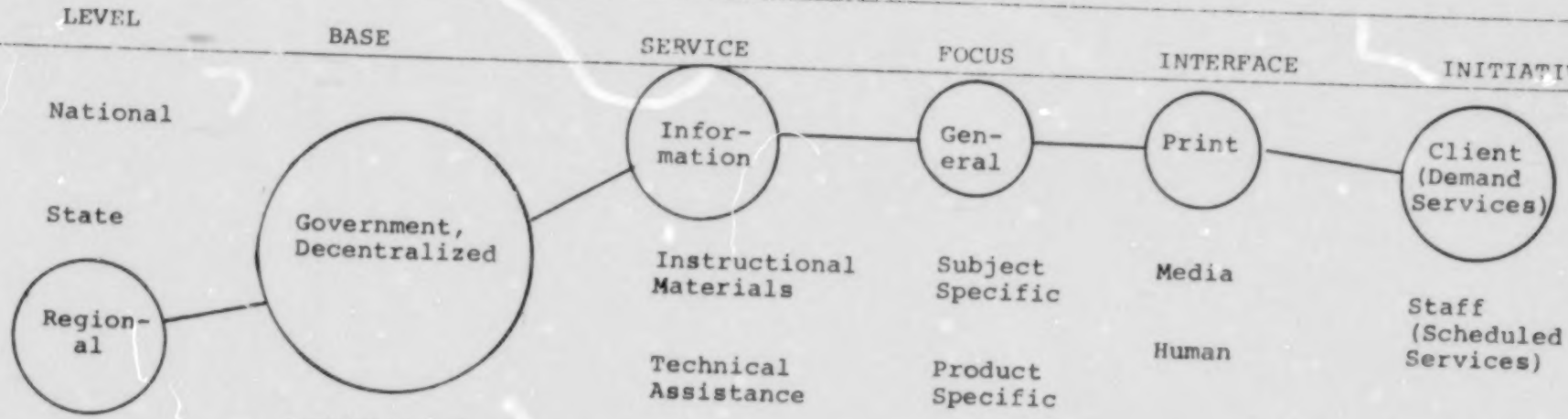
Interface - Print, Media, Human

Initiative - Client (demand services)
Staff (scheduled services)

Utilizing this model, Paisley has classified thirty-two sites and depicted a profile on each. Three of these sites are included in this report: USOE Region IX Office, Information Service, San Francisco, California; Texas' System of Teacher Centers; and, Merrimack Education Center's information component.

MODEL 24 - USOE Region IX Office, Information Service
San Francisco, California

Service Type:	Information
Base:	All regional offices are sponsored by USOE. Each is responsible for educators within the region.
Funding:	The service is supported by USOE.
Interface:	Educators phone or drop-in the office with their educational information needs. Those that come by the office often leave with the requested information. While in the office, the educator has full access to microfiche, and fiche readers, as well as supplementary materials. Those who phone in requests receive abstracts through the mail. There is no follow-up unless desired by the client.
Program Scope:	The staff uses the Lockheed Dialog system for searching all ERIC tapes. There is equal willingness to conduct searches on any educational topic.
Target Population:	All educators in Region IX.
Posture:	Neutral.
Similar Examples:	To a lesser extent, other regional offices of USOE. The San Francisco office is the only one that uses Dialog.



*Consisting of:

Model: 24

Exemplified By: USOE Region IX Office, Information Service (California)

MODEL 22 - Texas' System of Teacher Centers, Texas Education Agency
201 East Eleventh St., Austin, Texas 78701

Service Type: Primarily continuing education, secondarily information and technical assistance.

Base: The Texas Teacher Centers are sponsored by the Texas Education Agency and the American Association of Colleges for Teacher Education.

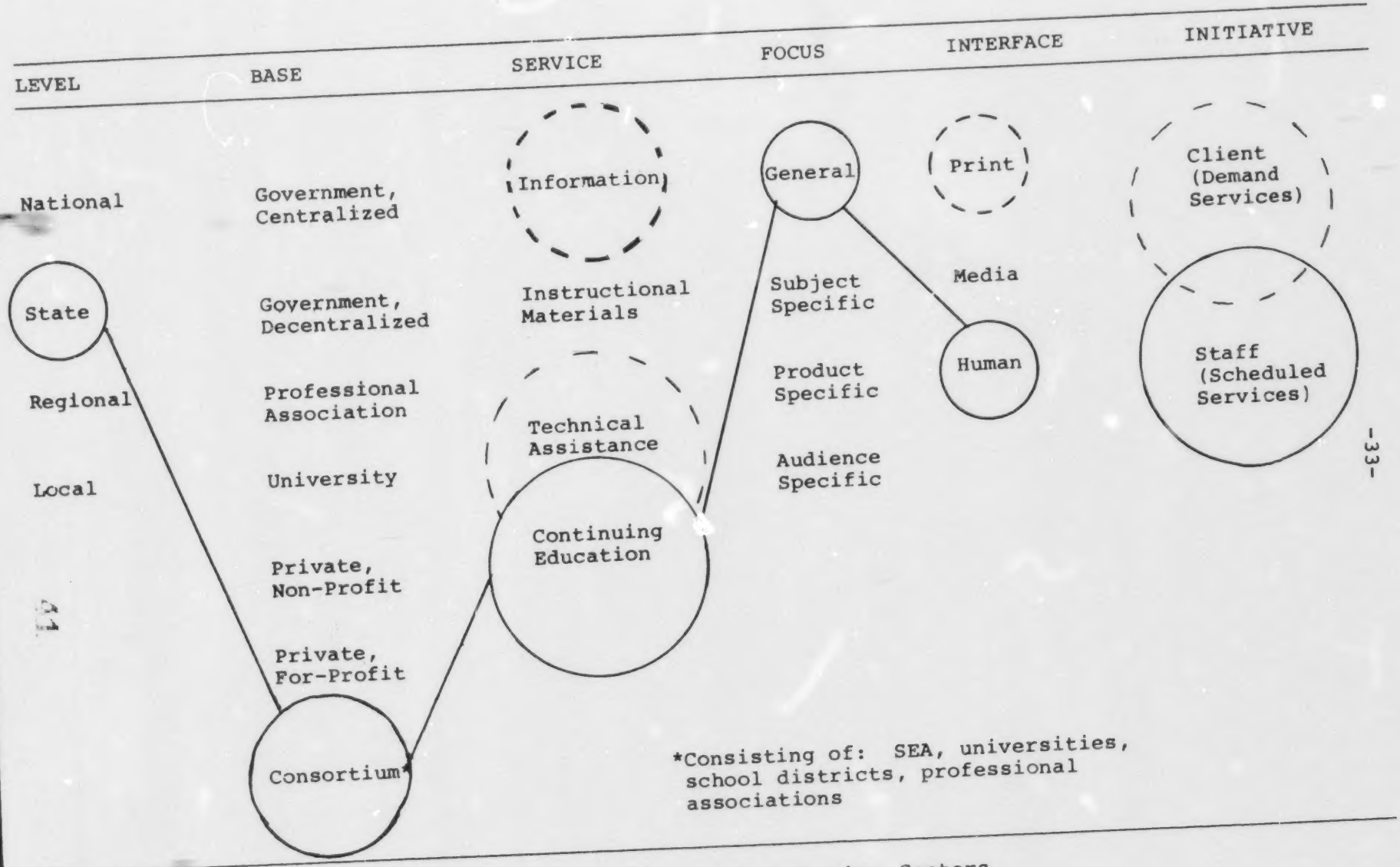
Funding: Each Teacher Center represents a consortium. Components include, universities, school districts, education service centers, state education agency, and professional organizations. Federal funds and Center for the Improvement of Educational Systems funds are channeled through the SEA. Funds also come from universities and school districts.

Interface: Most of the consortia have active support from local schools. As a result there is little emphasis on publicizing the teacher centers. In many of the centers, students, teachers, university professors, and the community together to facilitate individualized instruction.

Program Scope: Individual centers has different points of focus. For instance, one emphasizes the study and modification of existing performance-based instructional materials, a second has had programs on reading, career education, and drug education; a third is developing materials to help teachers behavior with children from minorities.

Target Population: The centers are interested in reaching teachers, administrators, students and researchers.

Posutre: Neutral.

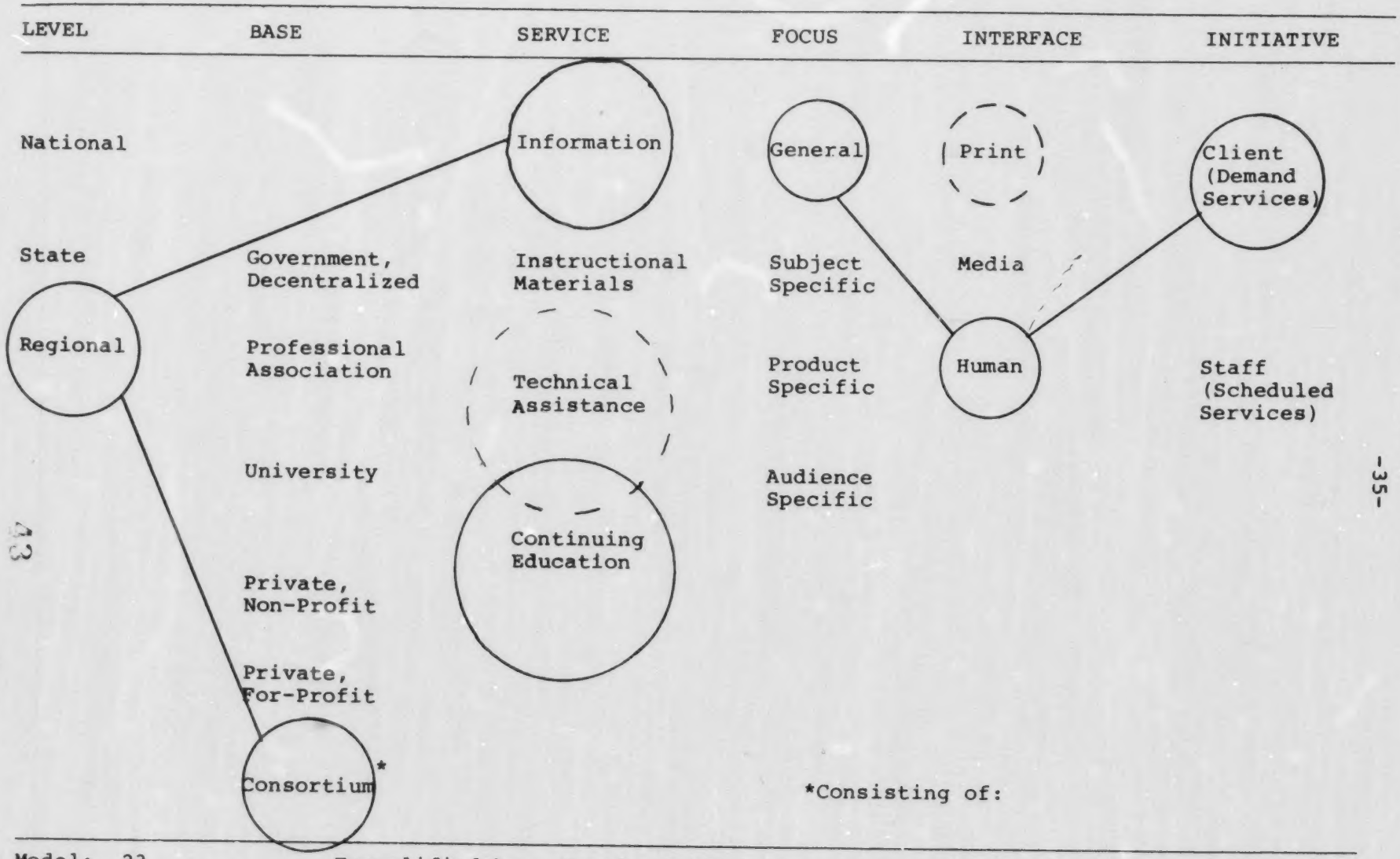


Model: 22

Exemplified by: Texas' System of Teacher Centers

MODEL 23: Merrimack Education Center, 101 Mill Road, Chelmsford, Massachusetts 01824

Service Type:	Information component.
Base:	The Chelmsford Public Schools serve as LEA. The coverage is restricted to twenty member districts.
Interface:	Users often write or phone the Center to request information. However, there are contact persons in the field that can also obtain information from the Center for a client. Computer/manual searches are performed and results are mailed either directly to the client or to the agent.
Program Scope:	Requests are handled for all education topics. Searches are made of all ERIC tapes. In addition, special bibliographies of the I/D/E/A curriculum materials are available.
Target Population:	The Merrimack Staff provide information services to school personnel, students, and the community of all member school districts.
Posture:	Neutral.
Similar Cases:	SMERC (California) RISE (Pennsylvania)



Model: 23 Exemplified by: Merrimack Education Center (Massachusetts)

STATE IGE NETWORKS

Focusing on the link between effective innovation strategies and the impact of educational research and development, Baldridge[51] identifies some R&D centers and labs that are heavily involved with field user networks. Notable among these is the Wisconsin R&D Laboratory , in Madison, Wisconsin. Early in the developmental phase of study, Wisconsin initiated involvement with the users of its products in a "tight" network. When the National Center for Educational Communication selected Wisconsin's Multi-Unit School (IGE/MUS-E) as one of its four major change efforts, Wisconsin's relationships with field users spiraled upward at a rapidly increasing pace. Dissemination efforts by the I/D/E/A-Kettering Foundation multiplied the field contacts exponentially. With the award of a grant from the Sears-Roebuck Foundation, the Wisconsin R&D Laboratory was able to expand its networking efforts to include state departments and teacher institutions in several other states.

As state networks in IGE develop there is an urgent need for tying together two or more area networks into a larger unit and thus often linking across state boundaries. This linking of IGE networks can be reviewed by looking at the organizational patterns of IGE State Networks -- Networks for Individually Guided Education-- as they appear in the Klausmeier[52] report. The "snapshot" data of these networks, as they were functioning in November of 1973, is typical of dynamic, emerging organizations in that their final organizational forms may be quite different. Most State IGE networks are still in the planning stages; state networks are evolving presently through the creative efforts of personnel of each of the states through IGE State Coordinating Councils.

The AMEND Network in Wisconsin

Thirty-three schools from ten districts in the southwestern part of Wisconsin are cooperating with the University (at LaCrosse) in the Area Movement for Educationally New Dimensions (AMEND.) The major contact point in the University is the Center for Education Professions (CEP), which was established to coordinate all contacts between the College of Education and the public and private schools implementing IGE in the area.

Inservice activities were established for the teachers, unit leaders, and principals in schools that did have student teachers or interns; they soon expanded to include staffs from other schools, not having student teachers or interns from the University, at little or no extra cost. The CEP staff members serve as the University's facilitators for the network. Their primary function is to act as the liaisons between the schools and the University. They identify needs in schools, offer appropriate university services against the needs, and generally provide supportive, and facilitative services. Additionally, a Resource Materials Center is maintained to assist teachers and administrators in successfully implementing IGE practices.

AMEND Schools serve as research laboratories as the CEP staff develops and field tests materials for use in IGE/MUS-E (Multi-unit Elementary) schools. Organizationally, the AMEND network is composed of the CEP with its facilitator and committees of representatives from the local educational agencies.

Merrimack Education Center - League of Cooperative Schools

A League of fourteen IGE schools in nine school districts was initiated in 1970 by the Merrimack Education Center. Organizationally, the league's activities are coordinated by the IGE coordinator located at MEC. He is responsible for all of the inservice activities required to implement IGE, including workshops for prospective principals and unit leaders, awareness and overview conferences, conferences for teacher education institutions and state departments of education.

A HUB committee composed of a teacher or unit leader from each of the fourteen schools and a principals' committee provide advice and assistance to MEC on League operations. The principals' committee performs an executive and programing role while the HUB committee serves in the capacity of information exchange and identification of inservice needs.

In addition to these regular or standing committees, a number of ad hoc committees have been established to deal with such topics as local evaluation, reporting pupil progress to parents, and the like.

Two field agents are assigned by MEC; one works with parents and the other serves as a change agent in IGE schools. The field agent for parent participation --Home School Communication -- establishes parent information centers in each school and works with parent advisory committees.

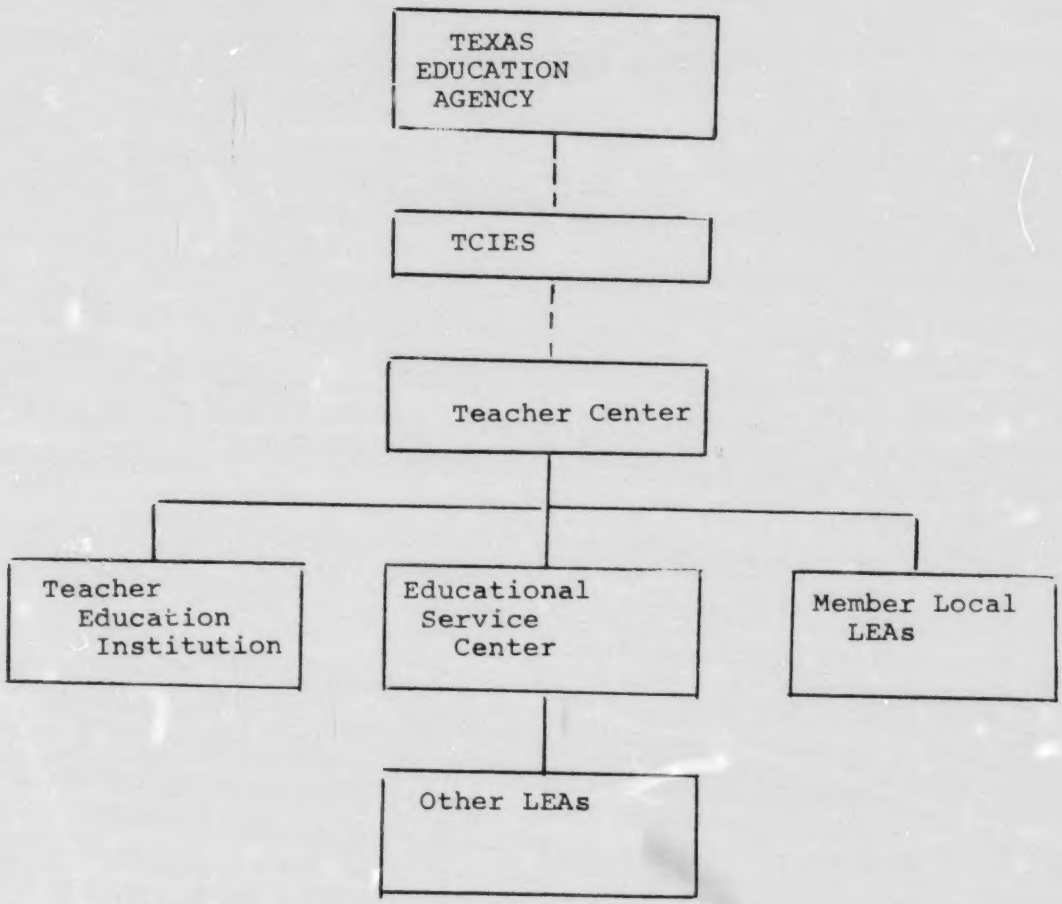
A league-wide parent committee, which meets four times a year, has been established. An annual meeting is conducted for league school committee (school board) members. A management training program, with college credit, has been arranged by MEC for League principals. Additionally, a peer evaluation program for principals has also been initiated whereby a team of principals is invited to visit another school on a contract-like basis for a full day. The team then issues a report to the Instructional Improvement Committee of that school.

Since the schools in the league have been willing to combine their resources, the aforementioned structures and activities have been able to provide these schools with a variety of services. With the committee structures and the MEC personnel working cooperatively, the league is able to carry out and facilitate a number of activities.

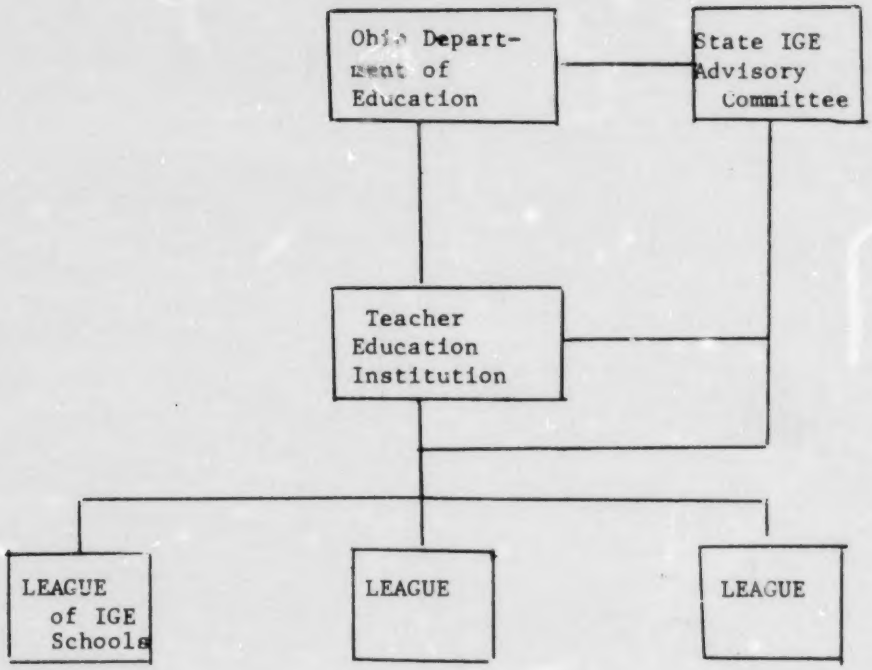
The initial league of 14 schools has recently been expanded to leagues in other parts of the state; presently, there are four leagues operating in the Massachusetts State IGE Network. The State IGE Network is planned and operated through the State IGE Coordinating Council.

Similar State Networks are developing in other states and the organizational charts for Connecticut, Ohio, and Texas with their respective IGE networks are depicted on the following three pages.

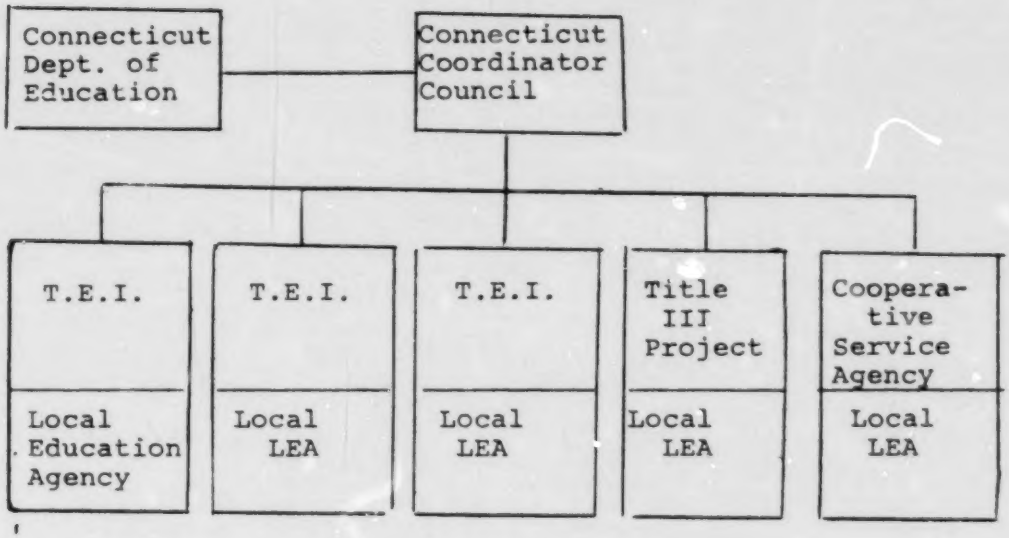
According to Klausmeier, these state networks illustrate the ways in which schools and other agencies (state departments of education; teacher education institutions) can improve quality of education through combining resources. In the arrangements cited, there is reorganization of network committee structures, and changes in the membership of committees as they evolve. The State IGE Network, with its State IGE Coordinating Council, is the organizational administrative arrangement at the state level. At the national level we find the governing arrangements of the Association of IGE Schools. A trilevel hierarchical arrangement with interlocking communication links is shown in the following model. At the bottom of the AIGE levels are the state IGE networks and two divisions for other agencies (e.g., R&D laboratories and non-member agencies). The organizational arrangement of the Association has levels and linkages between adjoining levels that correspond to those of the IGE school.



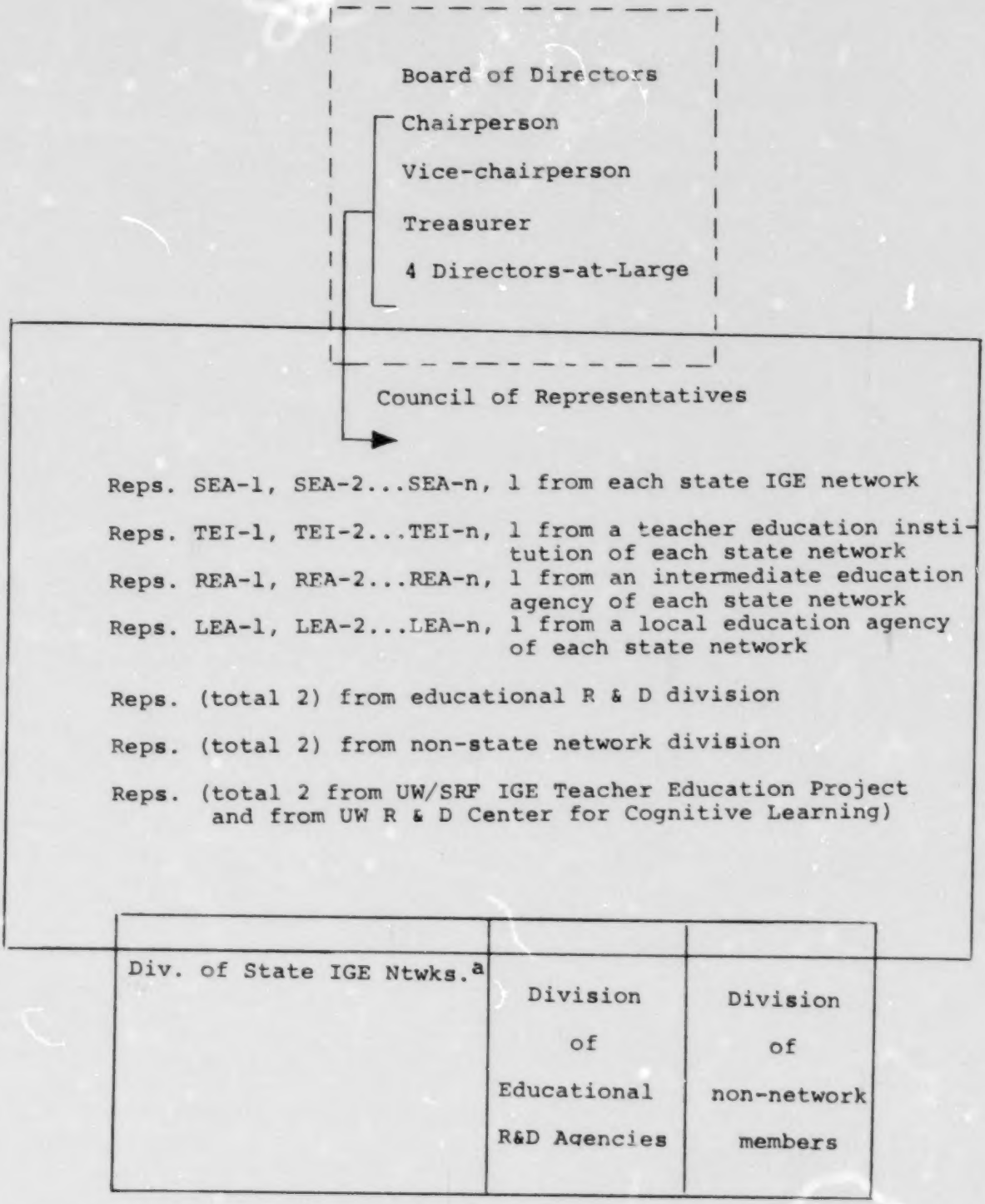
Organizational Chart for the Texas IGE Network



Simplified Organizational Chart for the Ohio IGE Network



Simplified Organizational Chart for Connecticut Coordinators' Council (IGE)


Board of Directors
Chairperson
Vice-chairperson
Treasurer
4 Directors-at-Large
Council of Representatives
Reps. SEA-1, SEA-2...SEA-n, 1 from each state IGE network
Reps. TEI-1, TEI-2...TEI-n, 1 from a teacher education institution of each state network
Reps. REA-1, REA-2...REA-n, 1 from an intermediate education agency of each state network
Reps. LEA-1, LEA-2...LEA-n, 1 from a local education agency of each state network
Reps. (total 2) from educational R & D division
Reps. (total 2) from non-state network division
Reps. (total 2 from UW/SRF IGE Teacher Education Project and from UW R & D Center for Cognitive Learning)
Div. of State IGE Ntwks.a
Division of Educational R&D Agencies
Division of non-network members

[a]As of the 1973-1974 school year.

Figure 4. Organizational chart of Association for Individually Guided Education

The individual IGE state networks are examples of multi-form , multi-site cooperatives that are not retained within geographical regions. Two assumptions underlie this type of network linkage. The first is that the agencies and institutions involved have the necessary resources to provide excellent elementary-secondary education as well as pre-service and in-service teacher education. The second is that, as enrollments drop at all levels of schooling, the educational personnel in these agencies and institutions will want to work together, to help one another improve the quality of education. It is Klausmeier's contention that these interlocking organizational schemas will make these goals possible.

Educational Management Development Centers

Another major example of networking is the interconnection of regional enterprises each of which constitutes a variant of central themes, of policy or function. This new Educational Management Development Center concept created by the I/D/E/A-Kettering Foundation is exemplary of a form of networking that provides for inter-systemic linkages. Four organizational sites have been selected as EMDCs and they are currently "putting the wings on a new device called EMDC." The key concept is the linkage of the many powers and talents of school administrators and the resources and people from local universities, government and industry. The objective for the EMDC's is to search for new ways of developing leadership and management skills.

The most vital element in the EMDC is the idea of co-operative effort or "linkage." As with other I/D/E/A educational programs, the EMDC strategy is based upon continuous improvement within local school districts. The school district's management component was selected for this particular improvement process based on the significant influence and leverage school leaders can have on the schooling enterprise as a whole. School administrators, superintendents and middle management personnel, are involved in identifying and helping to fill their own needs through cooperative inquiry.

School administrators actively search and research for processes to improve their own system's management. They are partners in inquiry rather than subjects to be observed or treated.

This approach to school improvement is based on linking school management with related resources and leadership from

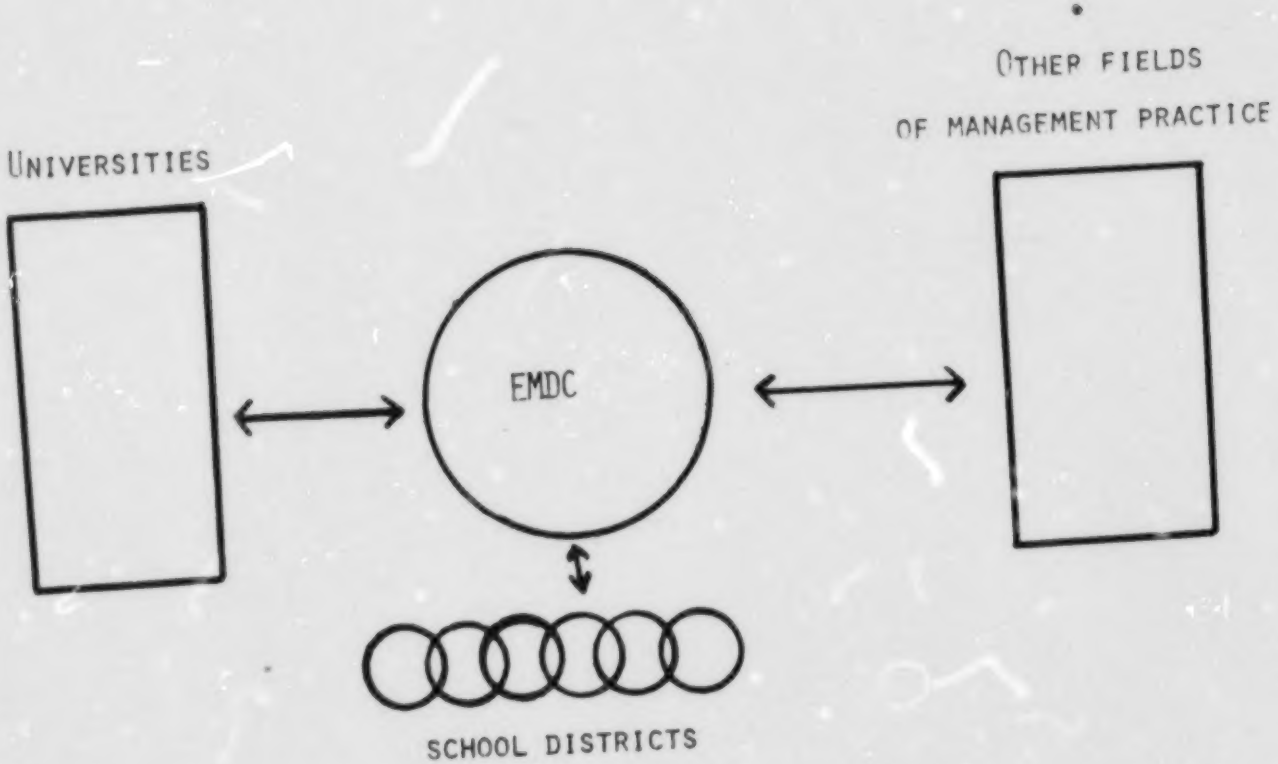
local universities, government, and industry. It is expected that new organizational structures and arrangements will be tried out and new approaches to adapting management processes will be investigated. The location of the participating Centers (EMDCs) and their constituent elements follow:

- o Pittsburg
  - * Carnegie-Mellon University
  - * Allegheny County Intermediate Unit
  - * 16 School Districts, including a section of the Pittsburg Public Schools
- o New Orleans
  - * Tulane University, Louisiana State University, Xavier University
  - * Section of New Orleans' Schools
- o Miami
  - * Dade County Public Schools
- o Northern Massachusetts
  - * Merrimack Education Center
  - * 20 School Districts

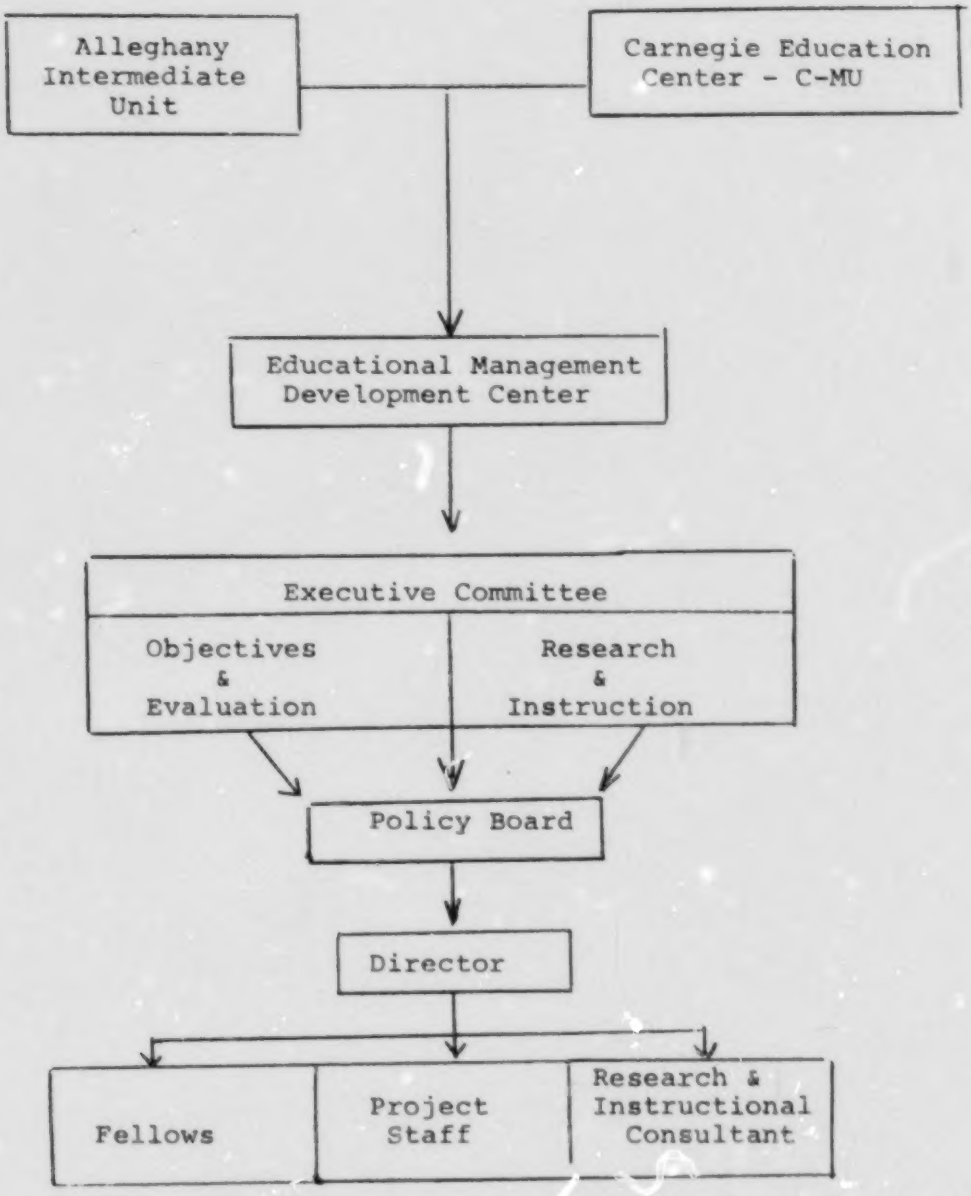
The central thrust of the EMDC is toward a process of "social invention." The approach taken is to create EMDCs composed of clusters of institutions which can develop allegiance to new norms and mutually help to achieve those norms. The EMDC network draws upon local resources through involvement of people who have a stake in what happens in the EMDC while at the same time, avoiding provincialism.

Several areas of focus are anticipated, such as policy analysis, decision making, evaluation, complexities of system organization, school and community inter-systemic linkage. A model of the EMDC and its new type of response to educational problems and needs is found on the following page.

CHARACTER OF NEW RESPONSE



Organization of the Educational Management Development Center



The EMDC in Pennsylvania includes an Intermediate Unit while the Northeast EMDC is the Merrimack Education Center and its collaborating school districts.

SUMMARY

Reviewing the literature on shared services, some general impressions emerge as common threads:

(1) Changing societal expectations demand that goals be altered, resources be reallocated, and organizational structures modified as educational systems evolve. (E.g., within the basic value of "equitable opportunities", new priorities emerge as society unfolds.)

(2) The structure of educational systems must be responsive to multiple needs.

(3) Resources are limited; sharing resources provides a better cost-effectiveness ratio.

(4) Reorganization alternatives are limited; the state reorganization plans do not vary considerably as we examine the fifty states.

(5) Many educational cooperatives, not formally structured through the SDE, have not publicized their activities and are not documented in the literature.

(6) Where research on alternative models does exist it is often out-of-date, incompatible with data from other sources, or of questionable validity.

The Volume accompanying this report presents findings, implications, and recommendations formulated against the background of the literature search and review.

FOOTNOTES

[1] H. Klausmeier, and J. Walter, "Models for Cooperative Relationships and Activities for Implementing IGE: A Collection of Summaries," (Madison, Wisconsin: University of Wisconsin, 1973).

[2] National Center for Educational Communication, "Educational Cooperatives: PREP # 23", (Washington, D.C.: NCEC, 1971), ERIC ED 048 521.

[3] E. Morphet, (Ed.) "Planning for Regional Education Services in a State Report of a Special Study Sponsored by the Project: Improving State Leadership in Education", (P.L. 89-10, Title V, Section 505), (Denver: ESEA, 1971).

[4] There are 81 school study councils (cited in the PREP REPORT # 23) ranging from one nationwide consortium Associated Public School System (which includes school systems across the entire nation) to the Western New York School Study Council (members in one region of a state), and the New England School Development Council with member schools in the six New England States. School Study Council is used synonymously with School Development Council.

[5] L. Hughes, "Interpretive Study of Research and Development Relative to Educational Cooperatives. Final Report", (Knoxville, Tennessee: Tennessee University, College of Education, 1971).

[6] G. Hoffman, "The Flexible Intermediate Unit in California", A Study of Regional Educational Activities, Committee of Ten, (Fairfield, California: California School Boards Association, 1966).

[7] C. Hooker and R. Mueller, "The Relationship of School District Reorganization to State Aid Distribution Systems. Part I: Patterns of School District Organization", (Educational Research and Development Council of the Twin Cities Metropolitan Area, Minneapolis, 1970). ERIC ED 046 072.

[8] J. Cronin, "School District Organization for the 1970's", ERIC ED 017 039.

[9] E. Trudeau, "Legal Provisions for Delivery of Educational Services on a Cooperative Basis to Handicapped Children", (Arlington, Va.: State-Federal Information Clearinghouse for Exceptional Children, 1973), ERIC ED 081 126.

[10] ibid.

[11] National Institute of Education, "Building Capacity for Renewal and Reform: An Initial Report on Knowledge Production and Utilization in Education", (Washington, D.C., 1973).

[12] ibid.

[13] E. Trudeau, op. cit.

[14] ibid.

[15] National Institute of Education, op. cit., p. 36.

[16] ibid.

[17] I. Templeton, "School District Reorganization", Educational Management Review Series Number 12, (Eugene, Oregon: ERIC Clearinghouse on Educational Management, University of Oregon, 1973), ERIC ED 071 146.

[18] W. Inman, "Size and State School System Organization", (Lincoln, Nebraska: Great Plains School District Organization Project, 1968), ERIC ED 020 033.

[19] R. Purdy (Ed.), "Planning for School District Organization: Selected Position Papers", (Lincoln: Great Plains School District Organization Project, 1973), ERIC ED 074 566.

[20] National Educational Finance Project, "Future Directions for School Financing", (Gainesville, Florida, 1971), ERIC ED 059 526.

[21] National Institute of Education, op. cit., p. 36.

[22] ibid.

[23] ERIC ED 059 526, op. cit.

[24] National Institute of Education, op. cit.

[25] ibid. , p. 35.

[26] National Education Finance Project, op. cit.

[27] R. Purdy, op. cit.

[28] PREP Report # 23, op. cit.

[29] I. Templeton, op. cit.

[30] R. Isenberg, "The Evolving Intermediate Unit", ERIC ED 020 843.

[31] Hawaii represents the classic example at one end of the continuum where the total educational structure is centralized into one agency, the SEA (State Education Agency), which is responsible for direct administration and operation of all the public schools in the state. [See ERIC ED 017 346].

[32] C. Fitzwater, "Patterns and Trends in State School System Development, (Washington, D.C.: National Education Association, Dept. of Rural Education), ERIC ED 017 346.

[33] G. Hoffman, op. cit.. [At the time of this study, Colorado, Iowa, Nebraska and Washington were in the process of forming intermediate units.]

[34] C. Hooker and V.D. Mueller, op. cit.

[35] E. Trudeau, op. cit.

[36] Pennsylvania State Board of Education, "A State Plan of Intermediate Units for Pennsylvania", (Chairman, Dr. Otis McCreery, 1967).

[37] C. Hooker and V.D. Mueller, op. cit.

[38] Federal Title III funds have been used for the development of regions (e.g., Kentucky). Federal appropriations for educational services climbed to more than 100 million in 1966; many Title III ESEA projects promoted school district cooperatives. PREP Report # 23, op. cit. [Egerton also has assessed the strengthening of state departments of education due to federal grants under Title V - ESEA particularly emphasizing developments in Texas. Howe noted that although federal expenditures have increased greatly, control over schools still rests in state and local agencies.]

[39] This summary of Intermediate Units in Pennsylvania is compiled from ED 049 544; PREP Report # 23 (ED 048 521); and from E. Morphet, (ed.), "Planning for Regional Education Services in a State: Report of a Special Study Sponsored by the Project: Improving State Leadership in Education", P.L. 89-10, (Denver,Colorado: ESEA, 1971).

[40] See also, ERIC ED 081 126.

[41] B. Furse, (Ed.), "Comprehensive Planning in State Education Agencies", (Salt Lake City: Utah Board of Education, 1968), ERIC ED 078 572.

[42] ibid.

[43] E. Nyquist, "How BOCES Serves Metropolitan Systems Concept in New York State", Phi Delta Kappan; 55; 1; 26-28; September, 1973. ERIC/CIJE EJ 084 427.

[44] ibid.

[45] ERIC ED 081 126, op. cit.

[46] E. Nyquist, op. cit.

[47] D. Schon, Beyond the Stable State, (New York: Random House, 1971).

[48] Banathy et al., The Educational Information Consultant, (Berkeley, California: Far West Laboratory for Research and Development, 1972).

[49] D. Schon, op. cit.

[50] V. Baldridge, "The Impact of Educational Research and Development Centers and Laboratories: An Analysis of Effective Organizational Strategies", ERIC ED 079 860.

[51] ibid.

[52] H. Klausmeier, op. cit.

S E C T I O N III

Supportive Data

PART A. INTERMEDIATE UNITS IN FIFTY STATES

The Intermediate Unit concept appears to be gaining acceptance in many parts of the country. It is known by various names: the Intermediate Unit, Board of Cooperative Services, Educational Service Agency, Area Educational District, Regional Educational Service Agency, or Educational Service Unit. This section provides a review of current arrangements for cooperative services in the fifty states. Recognization is often covered in addition to the formation of intermediate units.

For more information on current arrangements by states, the reader is referred to ED 046 072 and ED 081 126. These two documents and the PREP Report #23 are the primary sources for the capsule summaries of each state provided here. The constant updating and revision of both law and regulations, as well as the evolution of "newer" types of intermediate units and collaboratives may render some of this material out of date in the near future. The reader may wish to initiate a computer search of the ERIC data base on a regular basis, at least quarterly, to constantly maintain an up-to-date search of the literature.

ALABAMA

1927 - Provision for consolidation; county superintendents and county boards of education.

1948 - One hundred and eight school districts.

1959 - Independent School District Act; provides the legal basis for the organization of a school system within the prescribed basic county board system.

Districts may jointly provide services for exceptional children.

ALASKA - Tuition contracting is utilized for special education students.

ARIZONA - Fourteen county units that serve as intermediate units.

County units serve as weak regulatory arm of the state. County superintendent is mainly a clinical manager for the schools in each county, concerned with details of finance.

1910 - Constitution provided for office of county superintendent;

County superintendent has no authority to levy taxes. County does not qualify for state aid; receives limited federal funds.

County as intermediate unit assists the local districts in meeting the requirements established by the state.

School districts which do not provide special programs for handicapped may petition the county superintendent of schools. The superintendent may, with the approval of the division of special education, establish special education services. Two or more governing bodies may provide services by joint agreement; one administers the program in accordance with the written contract and tuition students may be included.

ARKANSAS - Seventy-three counties function as intermediate units; remaining two counties operate as local districts under permissive legislation of 1967.

County units serve as regulatory arm of the state; they maintain standards in schools and collect data for state department.

1919 - County boards of education replaced county courts as supervising agent.

Intermediate unit cannot levy taxes; are paid from general county funds.

Intermediate unit supervises local districts, elections in local districts and approves budgets. It has power to change districts and transfer pupils from school to school. (See also ED 024 499)

In districts where there is not a sufficient number of children to organize a special class, children may enter special classes in other districts. Two or more school districts may join together to establish special classes. Local revenues or tuition from other districts participating in the cooperative will be paid to the controlling district.

CALIFORNIA

1849 - County superintendency created in State Constitution.

Fifty-two intermediate units provide services for the local districts within their boundaries. Six counties are unified districts; they operate as a school district with a superintendent and governing board; board serves as County Board of Education.

County, as an intermediate unit in California, is service oriented; authorizing to operate certain special schools and programs. County superintendent is also authorized to provide a coordinating service for all districts under his jurisdiction. Many of these services involve contractual agreements between two or more local districts.

COLORADO - Sixty-three county units operating as intermediate units in 1966.

1876 - Colorado State Constitution provided for office of County Superintendent.

1967 - Permissive legislation passes enabling counties to vote on the termination of the office of county superintendent. Also, authorized local districts to voluntarily form boards of cooperative services.

1967 - Authorized elections in counties to abolish the office.

1969 - Office of County Superintendent terminated in forty-three counties. Sixteen voluntary boards of cooperative services (BOCES) had been formed. County Units were primarily regulatory arms of the state. Newly formed BOCES are extensions of the local districts with their primary responsibility providing services. (Revenues come from local districts or from special grants.)

CONNECTICUT- Eleven supervisory union districts that serve as quasi-intermediate units.

Units serve as extension of local districts with financial help from the state. Do not serve as separate organizational structure between the local districts and the state.

1903 - Supervising agents (superintendents of schools) authorized by General Assembly for small towns. Supervisory unions are not to be confused with regional schools -- regional districts are operated as local school districts.

Units do not have authority to levy taxes. Must rely on local districts.

Supervisory union assists the local districts in meeting the requirements.

To meet its legal obligations to education exceptional children, any town or regional board may make arrangements with another board to provide services. Districts are encouraged to provide special needs programs on a co-operative basis.

DELAWARE - Child's district of residence pays a tuition charge to other school district where child may attend.

FLORIDA - Florida's schools operate on a county system. Two or more counties may contract to provide special services.

GEORGIA

1919 - County districts formed.

1946 - County boards could consolidate two or more schools into one school.

1951 - State could withhold capital outlay allotments from school districts the state department felt should consolidate.

1966 - Number of school districts reduced to 195. (Over 6,000 schools eliminated through consolidation).

HAWAII - Hawaii has a completely state-operated school system.

IDAHO

1947 - Thirteen hundred (1,300) school districts reduced to 115 school districts in 1969.

1961 - County boards abolished in reorganized counties; office of county superintendent also abolished.

1963 - Two or more contiguous school districts can consolidate their districts. Tuition contracting is also used for handicapped students.

ILLINOIS - One hundred and two (102) county units serving as intermediate units in 1968.

1845 - State Constitution provided for office of the county superintendent.

1945 - County Board of Education was created to replace township boards.

1969 - Legislation changed the office of county superintendent to the superintendent of an Educational Service Region. Also, authorized counties to form regions with minimum populations stipulated.

County units, as intermediate units had no taxing authority. New regions do not have tax authority either. New units will qualify for state aid ordinarily paid for special programs and services they provide. Newer units will continue administrative services of the former county units (supervise reports of local districts; file treasurer's bonds; apportion funds allotted for land districts, etc.). New units will additionally administer and coordinate cooperative or joint educational programs.

1969 - Legislation authorized a voluntary reduction in this number to be carried out by 1973.

1971 - Permissive for two or more counties to join together.

IOWA - As of 1969, there were fifty-eight intermediate units. Thirty-one of these served a single county; twenty-one served fifty counties which also retained their separate county boards of education but were served and administered by joint agreements with other counties. Six served eighteen counties that had merged with the County Board of Education as well as the administration and service functions.

Intermediate Units serve two functions: (a) regulatory arm of state; and (b) act as service agency for the local school districts within its boundaries.

1858 - Created office of county superintendent.

1947 - County Board of Education.

1957 - Authorized joint employment of county superintendent.

1964 - Statewide patterns of merged areas; regional agency development; Intermediate Units operating special programs that qualify for special aids may clain the aid, as in California and Colorado, and Illinois. Emphasis is on services: special programs and consultants; administrative services; coordination and promotional activities.

Area vocational schools and community college organizations are often included.

1965 - Law authorized a joint Board of Education for two or more counties.

INDIANA

1873 - County unit created to replace the township system.

1899 - City schools employing superintendents excluded from jurisdiction of county unit.

No taxing authority with the exception of two counties.

Up until 1970 any special education program operated by an intermediate unit collected state aid.

County unit assists local districts to meet the requirements of the program.

Township schools may not participate in a joint school program; Office of County Superintendent must be the administering agent.

1969 - Sixteen counties operating as intermediate units.

Units serve as regulatory arm of the state. Regulatory function handled directly from the state to the local district with the reorganization of small school districts. No need for the county as an intermediate unit when all schools in a county have reorganized.

KANSAS

1861 - Office of county superintendent created.

County unit had no authority to levy a tax; nor did it qualify for state aid.

County boards of supervisory made the levy for the operational expenses for the county unit.

County unit assisted local districts to meet the state requirements.

If there are special needs children, they may be instructed in nearby school district in which classes have been established and district pays tuition. Boards of education of two or more school districts who enter into agreements to provide for cooperative programs may do so on a shared cost basis.

1969 - One hundred and five county units existing in 1952 were all terminated as of July, 1969. Records have been transferred to the offices of the County Register of Deeds.

During their existence served as regulatory arm of the state.

KENTUCKY - If an insufficient number of exceptional children of one classification live within a district or if a school district does not provide a special education program, the board must contract with another county or district maintaining an approved program.

1908 - Modified County-City organization system for high schools.

1930's - Legislation defining independent school district.

1948 - Legislation outlining provisions for the merger of an independent district with a county district.

LOUISIANA - Tuition contracting between adjacent or nearby parish or city school boards to provide special education or training.

MAINE

1954 - Supervisory unions were made mandatory for all districts with fewer than seventy-five teachers. 1957, 1963 - revised.

1966 - Eighty-five supervisory union districts covering the sixteen counties in the state.

Supervisory union has no authority to levy taxes. Its costs are passed on to the local districts it serves; no state aid, either.

As an intermediate unit, the supervisory union assists local districts in meeting requirements.

If no special education programs are available, a child may receive services in another administrative unit on a tuition basis.

MASSACHUSETTS

1870 - Union superintendency authorized enabling 2 or more districts to share services of superintendent, supervisors and auxiliary personnel.

1949 - Regional school district planning boards created; these are in-practice local districts operating to provide a special education program.

1966 - Fifty-four supervisory union districts covering the fourteen counties of the state.

Units served as extension of the local districts with financial help from the state. Do not serve as separate organizational structure between local districts and state.

1974 - As of 1974, when school committees jointly provide special education, an agreement will designate one town or district as the operating agency. This new act (Chapter 766) strengthens and regionalizes the division of special education in the Department of Education.

Neither supervisory unions nor regional school districts have taxing authority. Costs passed on to the districts they serve.

State aid: districts in unions qualify for 2/3 of the superintendent's salary and expenses. Regional districts may claim state aid from special programs they are operating.

MICHIGAN - Sixty intermediate units serving all the elementary and secondary schools in the eighty-three counties as of 1969. (Some are single county; some are multi-county.)

Units are service oriented to provide educational services not available in individual districts.

1841 - County units created out of which grew the present intermediate units.

1962 - Intermediate unit created to replace and expand on the then existing county units.

1964 - All remaining direct ties with aspects of county government removed.

Intermediate unit has same general taxing authority as local districts in the state. Bonds may be sold to provide vocational and special education contigent upon a successful election.

Qualifies for special state aid allowances.

Provide services requested by local districts. Serve as coordinating agencies for services that individual districts cannot provide on an individual basis.

Direct, supervise and conduct cooperative education programs.

MINNESOTA

1862 - County units established.

1864 - County superintendency authorized as an appointive office.

1970 - Thirty-three counties that operated with a county superintendent as of 7/1/69. Three intermediate units authorized in metropolitan area. Three units empowered to operate area vocational schools.

County unit serves as a regulatory arm of the state. Specialized education services offered infrequently. Intermediate districts in metropolitan area authorized to offer a specialized educational program.

County units supported through a levy of the county board of commissioners. Intermediate districts may levy a property tax within their boundaries up to a statutory limit.

County units do not qualify for state aid. Intermediate districts will qualify for aid based on the ADM of the pupils enrolled in the authorized programs.

County unit does a limited amount of reporting; supervises operation of common school districts. Intermediate districts will operate as a unit separate from the districts within their boundaries. County school office being phased out.

County units provide supervision and regulatory services only. Intermediate units will be conducting vocational school programs and possibly driver education and special education.

The ERDC is a regional educational cooperative organization whose members are the local public school districts of the area together with the Diocese of Duluth as an honorary member.

MISSISSIPPI

1890 - Constitution provided for the county superintendency.

1953 - Countywide school systems authorized to replace existing county intermediate units.

1956 - County superintendent abolished in counties where municipal districts covered the entire county.

Eleven counties operate as intermediate units, sixty-eight operate as the local unit of school organization.

County unit serves as regulatory arm of the state. Maintains standards in schools and collects data for the State Department of Education.

Intermediate unit must rely on the county boards of supervisors for its funds. It does not have authority to levy taxes.

County does act as an intermediate agent in collecting state aid for local districts and then distributing it to the local districts.

County as an intermediate unit assists local districts to meet the state requirements. Intermediate unit is mainly supervisory and provides little educational servicing.

Two or more school districts may join together by contract to establish a special class.

MISSOURI

1945 - Office of county superintendent provided in State Constitution.

1965 - Permitted election to terminate the office where it was responsible for fewer than three schools and 250 pupils.

Thirty-four intermediate units in the state (as of 1968) (Reduction of 80 from 114 existing in 1964).

No authority to levy taxes. Must rely on the county boards of supervisory for its operating expenses.

Intermediate unit has responsibility of general supervision over all schools except where a school employs a superintendent who devotes half of his time to supervision.

MONTANA

1871 - Office of county superintendent authorized.

Fifty-six county units that served as intermediate units (1868).

Regulatory arms of the state; serve as a tax base for the foundation levy to support individual schools in the county.

County superintendent's office does not have authority to levy taxes.

County unit apportions the state aid for local districts in the county but it does not receive any.

County unit assists local districts in meeting the requirements.

NEBRASKA

1881 - Law provided for office of county superintendent.

1961 - Legislation authorized two or more counties to hire a joint superintendent.

1967 - Legislation created the structure for nineteen educational service units to cover all territory in the state.

1968 - Nineteen educational service units served as intermediate units in 1968. Counties were served by a county superintendent.

County units serve as regulatory arm of the state. Educational Service Units are oriented to provide specialized services for local districts.

Newly created service units have authority to levy a tax up to a limit of one mill. Service units qualify for a limited amount of state aid for special education programs.

These service units provide specialized personnel and coordinate specialized programs for local districts while the county unit assists local districts in meeting state requirements for programs, etc. Limited services of the county units have been subsumed by the multi-county service units. (Seventeen educational service units.)

NEW HAMPSHIRE

1899 - Supervisory unions authorized.

1947 and 1963 - Authorization given to form cooperative school districts and regional enrollment areas.

Forty-two supervisory union districts in 1968 covering ten counties of the state. Twenty-five cooperative school districts and twelve authorized regional enrollment areas which are really acting as local districts serving a number of towns which retain their separate identities.

Supervisory union districts serve as an extension of the local districts with financial help from the state. Does not serve as a separate organizational structure between local districts and state.

Supervisory union has no tax levy authority - expenditures beyond state aid are billed to the constituent districts.

NEW JERSEY - Twenty-one county units serving as intermediate units in 1966, as regulatory arm of the state. Limited effort to provide special education services that districts cannot provide on individual basis.

1903 - Authorized State Commissioner of Education to appoint a county superintendent in each county.

1931 - Authorized regional school districts with the county superintendent designated as the general supervisor.

County office has no authority to levy taxes. County boards of supervisors levy the taxes to cover the general administration expenses of the office. In regional districts created for special purposes, people may vote tax levies and bond issues for the operation and facilities needed for the particular district.

Superintendent apportions state aid to local districts. County unit qualifies for special state aids for which specialized programs entitle them.

County unit assists local districts to meet the state requirements. City school districts with their own superintendents are excluded from the jurisdiction of the county superintendent.

County units concerned primarily with administrative activities.

Glassboro unit (called Educational Improvement Center) regional intermediate system which binds units closely to the State Department of Education. New Jersey also experimented with another pilot cooperative endeavor- New Jersey Urban Schools Development Council.

NEW MEXICO - With the approval of the state superintendent, a school district may contract with another school district to educate or train handicapped children. The agreement will provide for the payment of the special education facilities or services provided.

Additional examples:

- Research and Study Council
- Educational Service Center

NEW YORK

1910 - Supervisory districts authorized.

1965-1970 - Intermediate units operating through studies authorized by the legislation of 1945 and 1946.

1967 - BOCES units given permanent status.

1968 - Fifty-six supervisory districts served as intermediate units.

BOCES are service oriented formed as an intermediate structure until more adequate intermediate units could be formed to replace the supervisory districts. Regulatory function for the state is of minor significance. Units exist to provide specialized educational services to the local districts in their area.

BOCES do not have authority to levy taxes. Operating funds are derived from state aids and local districts.

Intermediate units may claim state aid for salaries up to a limit. State aids include administration, transportation, special education, vocational courses and adult education - payments based on aid ratio for the respective districts.

Intermediate units respond to local district requests for special education programs. Units also act as coordinating agency in joint employment of personnel and cooperative ventures.

NORTH CAROLINA - (ED 054 559) Governor's Study Commission on the Public School System of North Carolina proposed the establishment of eight regional Education Service Centers.

Two planning grants, approved by the Appalachian Regional Commission, would establish multi-county agency service centers in the northwest and far west sections of North Carolina.

1971 legislation to establish a series of service centers (PENDING at the time of this report).

NORTH DAKOTA - Units are mainly regulatory arms of the state. Serve as tax base for the required levy for education that is distributed to the local districts in the county with the per capita tax levied on each adult for education purposes.

1889 - County superintendency authorized in Constitution.

1890,1895-1897,1899 1905,1911 1913,1943 1957 - Revisions made.

1967 - Two counties to jointly employ one superintendent were authorized.

1968 - Fifty-three county units that served as intermediate units.

County unit does not have authority to levy taxes. Relies on board of county commissioners. County equalization levy required by law is administered through the office of the county superintendent but his office does not qualify for any part of it.

Units do not qualify for state aid. State equalization fund is paid to the county and apportioned to local districts through the office of the county superintendent.

County unit assists local districts in meeting the requirements.

Does not provide any special edcuation services outside of the administrative area.

OHIO

1953 - Ohio Constitution formerly authorized the county unit. Law authorized a county board to provide services. (Presently a joint legislative commission is drafting legislation to revise the intermediate unit in Ohio). (ED 046 072)

1968 - In 1968, there were eighty-eight county units serving as intermediate units in the state. They serve a dual purpose: (a) regulatory arms of the state; and (b) service agencies for local school districts.

1970 - Legislation for the creation of "less than forty educational resource centers"; bill never reached the floor. Mult-district cooperative arrangements are possible due to interpretation of present legislation. (ED 054 559)

County units do not have authority to levy taxes. State aid is extensive. County unit assists local districts in meeting the requirements of program, operation. Permissive legislation allows the county unit to provide services in special education and specialized educational services that individual districts cannot provide on an individual basis.

OKLAHOMA

1913 - County superintendent of public instruction authorized.

1943 - Changed to county superintendent of schools and further ammended in 1955 and 1961.

1947 - Audio-visual specialized services authorized.

Intermediate units have full taxing authority and serve as taxing unit for 50% of the current expenses of the constituent districts.

Intermediate units qualify for state aid for special education programs. The I.U. provides services and the regulatory functions are only minor in comparison.

1969 - Plan before the legislature failed to pass when a study commission recommended that all 36 of the state's counties be grouped into 15 units. (Reason being that legislators could not agree on a taxing formula and the entire program was dropped).

1970 - Legislature in Oregon proposed the formation of fourteen enlarged regional service units; as of May, 1970, primary election approval by the voters of a consitutional amendment allowing this reorganization failed. Intermediate units may merge; voluntary merging of existing intermediate units may occur. (ED 054 559).

PENNSYLVANIA

1854 - Authorized county superintendent as general supervisor of public schools in the county (elective office).

1911,1931-1937,1949 Revisions.

1949 - Districts with own superintendent authorized to become part of the county unit for the specialized services - no authority to levy taxes.

1953 - Appointed committee recommended eighteen services, twenty supervisory functions and thirty-three coordinating functions for intermediate units. Legislation permits any service that a majority of the districts desire and for which they have the authority to spend funds on an individual basis.

1965 - Above concept changed - extensive service functions authorized for the intermediate unit. Service function further extended in legislation of 1969.

1969 - Twenty-nine intermediate units authorized to replace the then existing sixty-six intermediate units (excluding Philadelphia) service the sixty-seven counties in the state, historically a regulatory arm of the state.

High proportion of state aid is collected by the intermediate units. 1969 law provides that state aid will be paid on an approved budget for each respective intermediate unit. Unique feature in Pennsylvania exists for payment by the local district to the intermediate unit. Amount to be paid by local district to unit is reported to the commonwealth. This amount is then withheld from the state aid for the respective districts and paid by the commonwealth directly to the intermediate unit.

Unit provides services which the local districts cannot provide on an individual basis. Regulatory function is a minor part of unit role.

RHODE ISLAND - Regional school districts may be formed to provide education for the handicapped as well as other types of service.

Whenever possible, two or more districts or towns may organize to provide educational services for those children needing special care and instruction.

A city or town with too few handicapped children of any one type to justify establishing a special class may contract with another city or town to provide education for such children.

Communities may utilize pre-school programs offered by other communities, the state, or other agencies whose pre-school programs are approved by the commissioner of education.

SOUTH CAROLINA

1896 - Duties and responsibilities of county superintendent established. Considerable variation since legislation has permitted individual counties to develop their own operational procedures.

1968 - Sixteen counties serving as intermediate units. These were the counties in which more than one local school district was operating.

County unit serves as regulatory arm of the state, helps local schools maintain standards and to collect data for the state. Provides rather extensive specialized services for the local districts.

Constitution, Article XI, Section 3, created the structure for the public schools of the state.

Intermediate unit has no authority to levy taxes. In the majority of units, the county legislative delegation levies the tax for the submitted budget.

State pays aid for designated categories to each county unit. Intermediate units are treated the same as the county units operating as local districts.

County as intermediate units assists local districts to meet state requirements. Apportions taxes to local districts each month.

Provides administrative, instructional and personnel services. Serves similar to a central district office with the local districts maintaining their identity.

SOUTH DAKOTA

1877 - Powers and duties of office established.

1936,1954-1960,1964 1966 - Revisions.

1967 - Elections authorized to eliminate the office in a county when fewer than five public school classrooms existed in the county.

1968 - Sixty-four county units service the state as intermediate units.

Units are mainly a regulatory arm of the state to supervise common school districts. County also serves as the tax base for the common school district equalization fund and the non-resident high school tuition fund. Only the areas not in high school districts are included in these tax levies.

County unit has no tax levy authority. All school taxes levied at the county level must be levied by the county board of supervisors; neither does it qualify for state aid.

County unit assists local common school districts to meet state requirements. Apportions taxes to the local districts and audits the budgets of the local districts.

County unit is responsible for the supervision, testing programs and related instructional activities in elementary classrooms operated by common school districts, private and parochial school systems. County unit may also provide specialized services.

TENNESSEE

1947 - Permissive legislation; transfer of city, town , or special school district to county system.

1957 - School systems can form "joint operated" schools by contract between two or more existing systems.

1963 - Created "unification educational planning commissions" for the "consolidation of all public schools within a county into a unified school system." Formation and organization of such county commissions and sets forth plan for consolidation of schools. (contingent upon the approval of the majority of voters in each school area affected by the reorganization).

1968 - Number of school districts reduced to 150 (from 156).

1970 - Establish permissive legislation enabling school districts and/or local governmental units to cooperate in any way feasible in order to provide better services at more economical costs.

TEXAS

1905 - Authorized a county superintendent (revised in 1934).

1961 - Legislation authorized elections to abolish the office transferring the duties to a county judge.

1965 - Legislation authorized twenty regional media centers.

1967 - Service function added to regional media centers.

1968 - Two hundred and two county units serving as intermediate units in the two hundred and fifty-four counties of the state. Additionally, the twenty regional media and service centers cover the state.

Intermediate units serve a dual purpose. The county units are regulatory arms of the state while providing a limited number of specialized services. The recently established Regional Service and Media Centers also provide coordination for many specialized services.

County or region may claim the state aid for special education programs. Regional Centers may qualify for special state aid for educational media. Regional centers act as coordinating agent for joint programs funded by local districts or with federal funds.

UTAH

1943 - Two categories of public schools county schools, schools in cities (according to population of city). No major consolidation or decentralization laws since 1943. Forty school districts in 1944; maintaining forty still.

VERMONT

1923 - State board authorized to divide the state into supervisory unions with approximately fifty teachers (Schools with forty teachers excluded).

1933, '35, '47, '55 Revisions

1966 - Forty-six supervisory unions serving as intermediate units.

1967 - Joint agreements between supervisory unions for programs, service and staff authorized.

Units serve as regulatory arms of the state and as coordinating agencies to provide educational services which individual districts cannot provide individually.

Supervisory union has no levy authority. Expenses billed to the local districts on a proportionate basis.

No state aid available.

Supervisory union as an intermediate unit assists local districts in meeting requirements of state.

Pupil personnel and special education services may be provided through joint agreements between supervisory unions.

VIRGINIA

1922 - School districts enlarged into a county system Consolidated schools established; number of schools reduced from 4,055 in 1948 to 1,846 in 1968.

WASHINGTON

1881 - County as intermediate unit was authorized.

1955 - Authorized two counties to join or abolish the county office.

1965 - Recommended intermediate units for its thirty-nine counties. Adopted plan for fifteen intermediate districts which became operational upon the approval of the county boards of education. Some districts have objected; legal "test case" contesting the board of control representation which limited board membership to one per school district "one man, one vote" principle was decided as unconstitutional.

1968 - Thirty-one county units serving as intermediate units.

1969 - Thirty-one units replaced with six intermediate units for entire state.

Historically served as regulatory arm of the state. New units are primarily service agencies.

Intermediate units do not have authority to levy taxes. Must rely on county boards of commissioners to levy the taxes they need. The county unit administers real estate transfer tax and non-resident high school tuition tax. It does not make the levies, however.

Intermediate units qualify for state aid for special programs they operate.

New units are coordinating agencies for specialized services and programs for local districts.

New units are authorized to provide and/or coordinate any and all services for local districts that will provide equal educational opportunities for all youth in the state.

Efforts exerted to mandate the creation of the remaining nine districts; only six formed under the permissive legislation.

WEST VIRGINIA

Fifty-five school districts.

1933 - School Districts by Counties - School District= County Consolidate and unify by county; two or more adjoining counties may jointly establish and maintain schools.

WISCONSIN

1863 - County unit with a county superintendent was authorized.

1965 - Cooperative Educational Service Agencies replaced the county units as intermediate units.

1968 - Nineteen intermediate units serving the state called cooperative education service agencies.

Units are service oriented to provide educational services not available in individual districts.

No tax levy authority. County boards of commissioners levy the taxes for the teacher aid in the county.

Each intermediate unit (CESA) is paid a flat grant state aid for administrative costs. Intermediate units may also claim state aid for the special education programs they conduct. Intermediate units are service and coordinating agencies for local districts. Will contract with any combination of local districts for any educational service they want and for which they are willing to pay their proportionate share.

Numerous services provided mainly in the area of pupil personnel services, special education programs, curricular materials and in-service training.

WYOMING

Constitution authorized county as an Intermediate Unit.

1957 - Legislation authorized termination of the office in certain counties; duties transferred to county treasurer.

1968 - Twenty intermediate units served the state; all were abolished in 1969. Legislation in 1969 authorized any two school district boards to form a board (BOCES) and could include community colleges. BOCES are service oriented rather than regulatory They cannot levy taxes, neither do they qualify for state aid. They provide specialized services to provide equal opportunities.

1969 - All offices of county superintendents were abolished and replaced with boards of cooperative Education Services (BOCES).
Reorganization legislation; unified school districts substituted for the different kinds of school districts; enlarged school districts; all counties into one or more unified school districts before January, 1972. Consideration must be given for equalization of per pupil assessed valuation "among districts in various counties".

THE INTERMEDIATE UNIT AS A SCHOOL ORGANIZATIONAL STRUCTURE

	1949					1969					
	County Unit	Area Unit	Supervisory Unions	None		County Unit	Area Unit	Supervisory Unions	None		Year Legislation Authorized Area
Alabama				x					x		
Alaska									x		
Arizona	x					x					
Arkansas	x					x					[1]
California	x					x					
Colorado	x					x	x				1967
Connecticut			x					x			
Delaware				x					x		
Florida				x					x		
Georgia				x					x		
Hawaii									x		
Idaho	x								x		
Illinois	x					x					1969 [2]
Indiana	x					x					
Iowa	x					x	x				1957
Kansas	x								x		[3]
Kentucky				x					x		
Louisiana				x					x		
Maine			x					x			
Maryland				x					x		
Massachusetts			x					x			
Michigan	x						x				1962
Minnesota	x					x					1969 [4]
Mississippi	x					x					
Missouri	x					x					
Montana	x					x					
Nebraska	x					x	x				1967
Nevada	x								x		
New Hampshire			x					x			
New Jersey	x					x					
New Mexico				x					x		
New York		x	x				x	x			1948
North Carolina				x					x		
North Dakota	x					x					[5]
Ohio	x					x					[6]
Oklahoma	x					x					
Oregon	x						x				1967
Pennsylvania	x						x				1969
Rhode Island			x						x		
South Carolina	x					x					
South Dakota	x					x					
Tennessee				x					x		
Texas	x					x	x				1965

	1949					1969					
	County Unit	Area Unit	Supervisory Unions	None		County Unit	Area Unit	Supervisory Unions	None		Year Legislation Authorized Area
Utah				x					x		[2]
Vermont			x					x			
Virginia				x					x		
Washington	x						x				1965
West Virginia				x					x		
Wisconsin	x						x				1965
Wyoming	x						x				1969 [3]
Totals	28	1	7	13		19	11	6	19		

THE CURRENT STATUS OF THE INTERMEDIATE UNIT IN THE STATES USING THIS ORGANIZATIONAL STRUCTURE

	Counties as Units of Civil Gov.	Counties as Intermediate School Units	Area Intermediate School Units	Designation of Intermediate Area Units
Arizona	14	14		
Arkansas	75	73		
California	58	58**		
Colorado	63	17	16	Boards of Cooperative Service
Connecticut*	8		11	Supervisory Union
Illinois	102	102	Initiated 1969	Educational Service Region
Indiana	92	16		
Iowa	99	31	27	Joint County Systems
Kansas	105	0		
Maine*	16		85	Supervisory Union
Massachusetts*	14		54	Supervisory Union
Michigan	83		60	Intermediate Unit
Minnesota	87	33		
Mississippi	82	11		
Missouri	114	34		
Montana	56	56		
Nebraska	93	91	19	Educational Service Unit
New Hampshire*	10		42	Supervisory Union
New Jersey	21	21		
New York	62		70	Supervisory Districts
			56	BOCES
North Dakota	53	53		
Ohio	88	88		
Oklahoma	77	77		
Oregon	36		14	Intermediate Education District
Pennsylvania	67		29	Intermediate Unit
South Carolina	46	16		
South Dakota	67	64		
Texas	254	202	20	Regional Media and Service Centers

	Counties as Units of Civil Gov.	Counties as Intermediate School Units	Area Intermediate School Units	Designation of Intermediate Area Units
Vermont*	14		46	Supervisory Union
Washington	39		6	Intermediate Districts
Wisconsin	72		19	Cooperative Educational Service Agency
Wyoming	23		Initiated 1969	Boards of Cooperative Educational Services

* It is debatable whether these states should be classified as states with intermediate units.

** California has six counties in this total of fifty-eight that also serve as the local district unit.

MATRIX ANALYSIS OF STATE LEGISLATION FOR EDUCATIONAL COOPERATIVES AND/OR INTERMEDIATE SCHOOL DISTRICTS

Item	A			B		C		D			E			F	G	G	I	J	
	Permissive	Body Corporate	Mandatory Local Dist. Part.	Tax Levy. Power	Local Dist. May Levy Taxes for Coop. or Interm. Distri	State Financ. pp.	Sugg. or Mand. Prog. or Serv. (but not limiting)	Shared Serv. & Coop.	Presc. Organ. Struc.	Organiz. on Multi-County &/or Fract. County Basis	Organ. on Sing. County Basis	Sugg. Person. (but not limiting)	Persc. Qualif./Job Desc. for Chief Exec	Employ. Benef. avail. from State	Board Fix. Salary of Chief Exec.	Estab. Minimum Size	Specif. Supervis. &/or Prog. Accountability	Exerc. some SDE Supv. Line Pow. over LEA's	Facil. Financ. by St.	Join Ownsp. of Prop. Permitted
Michigan		X	X	X			X	X	X		X	X	X			X	X	X		
Massachusetts	X							X									X			
Maryland 2]																				
Maine 1]							X	X	X			X					X			
Louisana	X						X	X	X			X		X			X			
Kentucky	X	X						X												
Kansas 2]				X			X	X	X	X		X	X		X		X	X		
Iowa	X						X	X	X											X
Indiana	X				X		X	X	X			X					X			
Illinois	X						X	X	X											
Idaho	X	X																		
Hawaii 2]				X		X	X	X	X								X			
Georgia	X							X									X			
Florida	X																			
Delaware 2]							X	X	X			X		X						
Connecticut	X						X	X	X	X		X	X	X		X	X			
Colorado	X	X					X	X	X		X	X	X	X						
California		X	X		X	X	X	X	X		X	X	X	X	X	X	X	X	X	
Arkansas 1]																				
Arizona 1]							X	X	X								X			
Alaska	X																			
Alabama 2]																				

Item	A			B		C		D			E			F	G	G	I	J	J
	Permissive	Body Corporate	Mandatory Local Dist. Part.	Tax Levy. Power	Local Dist. May Levy Taxes for Coop. or Interm. District	State Financ. Supp.	Sugg. or Mand. Prog. or Serv. (but not limiting)	Shared Serv. & Coop.	Presc. Organ. Struc.	Organiz. on Multi-County &/or Fract. County Basis	Organ. on Sing. County Basis	Sugg. Person. (but not limiting)	Persc. Qualif./Job Desc. for Chief Exec	Employ. Benef. avail. from State	Board Fix. Salary of Chief Exec.	Estab. Minimum Size	Specif. Supervis. &/or Prog. Accountability	Exerc. some SDE Supv. Line Pow. over LEA's	Facil. Financ. by St.	Join Ownsp. of Prop. Permitted
Wyoming	X				X		X	X	X	X	X	X			X		X	X		
Wisconsin	X				X			X	X	X	X		X				X			
West Virginia	X				X			X	X						X		X			
Washington	X						X	X									X			
Virginia 2]								X												
Vermont 3]	X	X					X	X	X	X	X	X		X			X		X	X
Utah	X						X	X				X								
Texas	X						X	X	X	X			X	X		X				
Tennessee	X				X			X												
South Dakota	X	X		X			X	X			X	X								
South Carolina 2]																				
Rhode Island 1]							X	X	X	X	X	X		X			X	X	X	X
Pennsylvania		X	X	X			X	X	X		X	X	X		X		X			
Oregon		X	X	X			X	X	X		X	X	X		X		X			
Oklahoma					X	X	X	X	X	X	X					X	X		X	
Ohio	X	X		X	X	X	X	X	X	X	X	X					X			
North Dakota	X			X			X	X				X					X			
North Carolina 2]								X												
New York	X				X	X	X	X	X	X		X		X			X			
New Mexico 2]	X	X					X	X	X			X	X	X			X	X		
New Jersey	X	X				X	X	X	X	X		X	X	X	X		X			
New Hampshire 3]	X	X				X	X	X	X	X		X	X	X	X		X		X	X
Nevada 3]																X	X		X	X
Nebraska	X	X		X			X	X	X						X		X			
Montana	X							X	X			X								
Missouri 4]																				
Mississippi 1]								X									X			
Minnesota	X							X									X			

Figure 3 -- Matrix Analysis of State Legislation For Educational Cooperatives And/Or Intermediate School Districts

A -- Type of Legislation

B -- Financial Arrangements

C -- Task or Function

D -- Organizational Structure

E -- Personnel

F -- Salaries

G -- Estab. Minimum Size

G -- Supervisory Program Accountability

I -- Supervisory Line Power

J -- Housing Property Arrangements

1] Unable to secure copy of legislation.

2] No legislation - as reported via correspondence with the State education agency.

3] Federal Interstate Compact.

4] Legislation does not permit the establishment of cooperatives as separate legal organizations

Note -- The reader is cautioned against making any conclusions or generalizations about the analysis of any State's legislation as analyzed on this matrix. This analysis is the result of a limited and strict interpretation of each State's legislation. No attempt whatsoever was made to ready anything into the law(s); therefore, the matrix analysis reflects only what is stated explicity in the legislation and not what the educational cooperatives and/or intermediate school districts might be doing or are allowed to do within each State. For this information, the reader is referred to the appropriate and related State department of education's rules, regulations, and guidelines pertaining thereto. Efforts to have the legal department in each State and/or each State's department of education to review the analysis of their State laws for purposes of accuracy and verification are incomplete at the time of this writing.

NUMBER OF SCHOOL DISTRICTS OPERATING
SCHOOLS BY STATE AND TYPE OF DISTRICT

JULY, 1970

Number of School Districts Operating Schools

State	Total	Unified (all grades thru 12)	Elementary	Secondary	Other
Alabama	115	115	3	--	--
Alaska	29	23	4	--	2
Arizona	283	5	198	77	3
Arkansas	386	363	22	1	--
California	1,123	244	715	112	52
Colorado	181	178	3	--	--
Connecticut	171	108	51	8	4
Delaware	26	22	--	1	3
District of Columbia	1	1	--	--	--
Florida	67	67	--	--	--
Georgia	190	190	--	--	--
Hawaii	1	1	--	--	--
Idaho	115	105	8	--	2
Illinois	1,176	411	594	170	1
Indiana	317	300	14	1	2
Iowa	453	453	--	--	--
Kansas	311	311	--	--	--
Kentucky	192	188	5	--	--
Louisiana	66	66	--	--	--
Maine	239	117	112	3	7
Maryland	24	24	--	--	--
Massachusetts	379	285	137	50	5
Michigan	626	526	87	--	13
Minnesota	668	441	188	--	39
Mississippi	155	150	--	3	2
Missouri	617	460	186	--	1
Montana	684	--	518	166	--
Nebraska	1,461	306	1,121	23	11
Nevada	17	16	1	--	--
New Hampshire	159	67	83	3	3
New Jersey	573	200	310	52	11
New Mexico	89	88	1	--	--
New York	742	662	58	5	17
North Carolina	152	152	--	--	--
North Dakota	365	257	107	--	1

Number of School Districts Operating Schools

State	Total	Unified (all grades thru 12)	Elementary	Secondary	Other
Ohio	631	627	3	--	1
Oklahoma	668	461	206	--	1
Oregon	349	151	171	27	--
Pennsylvania	550	525	13	1	11
Rhode Island	40	28	7	1	4
South Carolina	93	93	--	--	--
South Dakota	262	189	69	4	--
Tennessee	147	128	19	--	--
Texas	1,192	997	163	--	32
Utah	40	40	--	--	--
Vermont	252	47	179	18	8
Virginia	129	128	--	--	1
Washington	320	249	56	--	15
West Virginia	55	55	--	--	--
Wisconsin	455	368	71	16	--
Wyoming	132	58	62	10	2
US TOTALS	17,498	10,947	5,545	752	254

Source: Directory of Public School Systems, 1970, Department of Health, Education, and Welfare; US Office of Education

PART B

SECTION III

Bibliographical Data.

This listing of references in Section B has been prepared by the research study staff. An on-line interactive computer search system was utilized extensively in the search process. Through the aid of the System Development Corporation "ORBIT" and the Lockheed "DIALOG" system, the ERIC data base was searched and a comprehensive bibliography identified.

Search Process. Briefly, the search process is as follows:

1. Descriptors and identifiers that describe the concept of educational cooperation were selected for the search.

2. The search strategy, using the selected descriptors, was prepared for the computer generated search.

3. Individual interactive searches were conducted on sub-topics determined to be major categories.

4. Documents identified as relevant to the study of educational collaboration were retrieved. Abstracts of each of the studies were reviewed.

5. Computer printouts, obtained through the off-line printout of abstracts, were utilized to build the necessary bibliographic data.

6. An author index and an index by state were prepared to supplement the bibliographical presentations.

Scope.

The search for relevant information on educational collaboration took us from professional journals, to textbooks, and erudite publications from professional organizations, as well as the ERIC files covering the topic from diverse vantage points. The quantity of documents, and the degree to which the documents are applicable to the study of educational collaboration led to the format of this Section.

This Section includes a comprehensive file of all ERIC materials relevant to educational cooperation from the beginning of the ERIC system through March of 1974. Additionally, a supportive library search using a variety of indexes was initiated; texts and other non-ERIC materials (materials not apt to be noted in the ERIC data base) were identified by the researchers of the study. Telephone interviews with ke researchers in the United States led to other reference sources.

The scope of this Section, then, includes ERIC and non-ERIC documents related to educational cooperation and collaboration issues associated with school system operations and identified during the time span of this study. Specifically excluded were documents that primarily dealt with support programs and services, such as transportation, programs of higher education, and studies of cooperatives not directly involving elementary and secondary education.

A listing of descriptors and identifiers (terms and keywords) used in this study can be found in this section.

Within this scope and purpose, the planning and implementation of the study on educational collaboration was conducted over a twelve-month period through March, 1974. MEC has conducted a series of searches of the files of the ERIC system (Educational Resource Information Center). The extent of the information relevant to the area of educational collaboration in the ERIC file in terms of (1) shared services; (2) school district reorganization; (3) information networks; and (4) specific school system collaboratives led to the compilation of this section of the study.

Organization of the Report.

This study consists of three major sections. Section One explains the rationale and some of the historical and chronological perspectives to educational collaboration. Section Two describes evolving and emerging networks.

The compilation of bibliographic data in this Section includes a listing of documents which were acquired by the various ERIC Clearinghouses in the ERIC network, and subsequently announced in Research in Education. Bibliographical citations related to educational cooperatives were also obtained from Current Index to Journals in Education, which indexes journal articles.

These major bibliographical sources served as the primary reference materials for the implications, the recommendations, and the development of the networking concept.

This Section also provides information on the ERIC system. The ERIC system was selected as a prime source of information in this study for the following reasons:

1. There is a wealth of information on recent studies and practices in the ERIC bank.

2. As educators begin to work with vast amounts of information there must be at the same time the development of an advanced system of information retrieval and selection. ERIC has this potential.

3. Massachusetts information and practices on collaboration and reorganization will require the latest technologies in collecting, storing, and disseminating information.

4. In the analysis of the literature, there appears to be much "reinventing of the wheel". The need for improved dissemination networks is obvious.

5. The ERIC format, with computer access, provides the user a systematic process for up-dating information.

DESCRIPTORS and IDENTIFIERS

CONCEPT: SHARED SERVICES

Administrative Organization
Centralization
County School System
Decentralization
Education Service Centers
Educational Cooperatives
Governmental Structure
Interagency Cooperation
Information Networks
Interagency Planning
Intermediate Administrative Units
Maps (Geocoding)
Mergers
Regional Education Centers
Rural Cooperation
Regional Programs
School Redistricting
State Agencies
State School District Relationship
State Legislation

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PART C

GLOSSARY OF TERMS

ADMINISTRATIVE SCHOOL DISTRICT OR UNIT - The area that is under the supervision of a given school board.

ATTENDANCE CENTER, ATTENDANCE DISTRICT OR ATTENDANCE UNIT - A school attendance center is a subdivision of a school district. It comprises the geographical area and the population served by a school building.

In a district in which there are too many pupils for one building, or in which the pupils live too far away to be transported to a central school, several school buildings may be used, each being an attendance center within the district.

The area from which pupils attend a single elementary school is known as an elementary attendance center.

The area from which pupils attend a single high school is known as a high school attendance center.

CLASS I SCHOOL DISTRICT - It shall include any school district that maintains only elementary grades under the direction of a single school board.

CLASS II SCHOOL DISTRICT - It shall include any school district embracing territory having a population of one thousand inhabitants or less that maintains both elementary and high school grades under the direction of a single school board.

CLASS III SCHOOL DISTRICT - It shall include any school district embracing territory having a population of more than one thousand and less than fifty thousand.

COUNTY-UNIT, LOCAL SCHOOL DISTRICT - A local school district which includes all of the area in a single political county; that is the lower echelon in the state school system.

COUNTY INTERMEDIATE UNIT - Sometimes referred to as the office of county superintendent, this is a middle echelon agency encompassing the territory of a single county. The boundaries are coterminous with those of one political county.

EDUCATIONAL COOPERATIVE - A joint effort of two or more educational organizations which has as its purpose, change and innovation in education and to enlarge the scope, quality and accessibility of programs and services in education.

EDUCATIONAL SERVICE UNIT - An intermediate unit in the educational administrative structure which provides supplementary services.

INTERMEDIATE UNITS - For public school administration, operating between the state and the local level, includes counties, parts of counties (multiple county units) and supervisory union. The main responsibility of intermediate units has been not the operation of schools but the rendering of consultative, advisory and statistical services and the exercise of regulatory and inspectorial functions.

SCHOOL STUDY/DEVELOPMENT COUNCILS - School study councils were initiated in 1942 based upon the late Paul Mort's concept of "pool and share". Although there have been slow periods in the growth of the study council movement, it has been continuous and 1970 saw the development of at least 10 new councils.

A School Study Council (also called school development council) is a group of local school systems loosely confederated, usually under the sponsorship of a college of education, organized for the purpose of solving defined educational problems existing in member schools. Although different in organization from other educational cooperatives, it is formed for many of the same purposes, i.e. it aims to accomplish through shared resources that which could not effectively be accomplished singly.

STATE EDUCATION AGENCY - Used to identify a legally constituted State department, office, board, commission, committee, or other state administrative instrumentality that is expressly delegated powers and duties by law.

SUPERINTENDENT OF PUBLIC INSTRUCTION - States in which a department of education is not clearly identified by constitutional provision or statute, or the term is used primarily in the generic sense , often use a term such as "office of the superintendent of public instruction" when referring to the agency primarily responsible for the state supervision of public elementary and secondary schools.

TIME/DISTANCE - A term used to represent a measure of distance in time rather than in miles.

UNIFIED SCHOOL DISTRICT - A school district providing a public school program from kindergarten or grade 1 to grade 12.

VOLUNTARY EDUCATION COOPERATIVES - Voluntary educational cooperatives are those cooperative educational arrangements that are in no way mandated by legislation or regulation. (The general concept of voluntary education cooperatives includes the school study or development councils and school-industry cooperatives. Both, however, are treated as separate categories in this report due to their unique functions and structures.) Excluding the study councils, voluntary educational cooperatives generally have a short history of development and are considerably more flexible than older organizations in education; many of these are emerging organizations fromed through a grass roots local concern.

Voluntary educational cooperatives generally try to coordinate or harness the strengths and capabilities of the constituents to develop or generate a structure to provide flexibility, power, potential and direction for change and innovation. Voluntary cooperatives often include expanded "mixes" of groups or agencies, such as combinations of local schools, higher education, title III centers, regional educational laboratories, State education agencies, and other social or community agencies.

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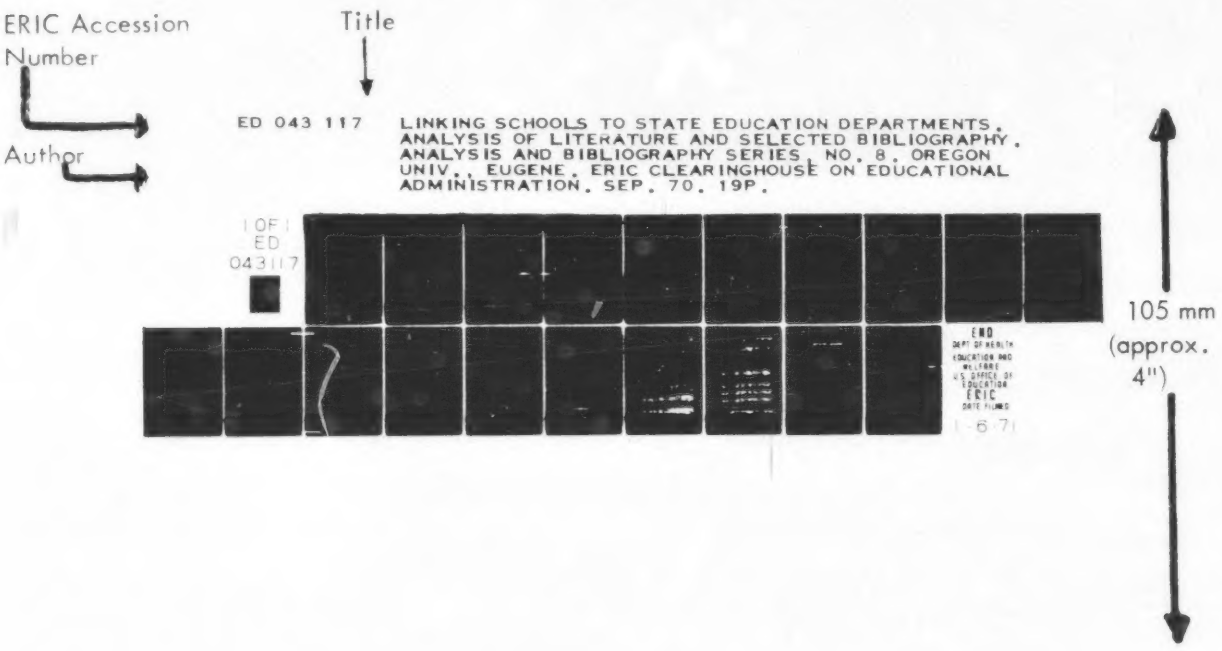
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